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THE UNIVERSITY OF ALBERTA

A DECADE OF SOCIAL STUDIES CURRICULUM
DEVELOPMENT IN ALBERTA

by



LAURENS KORTEWEG

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
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ABSTRACT

The purpose of this thesis was to conduct a survey and analysis of those processes that, over the last decade, led to the development of new social studies programs in Alberta. The study was specifically addressed to identify curriculum developers, analyze curriculum making processes and evaluate outcomes in the light of an analytical framework designed for this purpose.

Two models gave direction to the structuring of questions and assisted in the gathering and interpreting of data. One, the Gergen model, contributed to an understanding of influence and the process of influencing through an assessment of leverage. The other, the Walker model, provided a perspective and context for the analysis of the political nature of curriculum policy making.

Documentary data were found in files of the Alberta Department of Education, the Alberta Teachers' Association, and the Interfaculty Committee on the Social Studies. The minutes, correspondence, position papers and proposed course outlines found in these files were a major source of data. Interview data, another major source, were obtained from discussions with approximately forty people closely involved in the development of the new social studies program. Interviewees occupied positions varying from the Ministerial to the classroom level.

The new curriculum evolved as the result of a long and complicated process. Fairly small groups, in the context of informal workshop settings, made some major decisions. Other significant decisions were reached only after lengthy deliberations by members of various curriculum committees. The social and political environment of the decade and the influence of certain individuals, acting in consort, were found to have had considerable impact on this particular case of curriculum development. Personal influence was attributed to a combination of commitment, prestige and communication skills. Prestige was perceived in terms of position and expertise. Officials in the Department of Education were frequently mentioned in connection with position; resource personnel in the University and the schools were often cited in connection with expertise. Cooperation among influentials, belonging to each of the three groups, resulted in a program of new social studies that had the support of the people where it counted most, the leadership positions responsible for eventual implementation in the schools.

ACKNOWLEDGEMENTS

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The writer is much indebted to the persons he was privileged to interview. Their willingness to entertain an interview, to relate events as they saw them, and to permit use of their information, contributed, in no small measure, to the accomplishment of his task.

Special thanks are due to Dr. D. A. MacKay and to thesis committee members, Dr. J. E. Seger and Dr. R. G. McIntosh, for their advice and recommendations. Thanks are also extended to Dr. R. Baird and Dr. J. O. Fritz for their kindness in consenting to serve on the committee.

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CHAPTER I

INTRODUCTION AND OVERVIEW OF THE STUDY

I. INTRODUCTION

The Latin word "curriculum" signifies a race course. The dictionary defines curriculum as a course, or a set of courses, offered by an educational institution.¹ Educators vary in their interpretation of curriculum. Some interpret it as narrowly as a specific course; others view it as widely as any experience the student may have under the guidance of a school.²

In a sense the study of curriculum development can be thought of as a study of how curricula came about. Other expressions such as "curriculum building" or "curriculum making" may be equated with curriculum development. In one way or another they all refer to one and the same process, namely that of the evolution of a curriculum.

Technological and societal changes have affected curriculum development considerably over the last two decades.

¹ Webster's Seventh New Collegiate Dictionary, Springfield, Massachusetts, G. & C. Merriam Company, 1970, p. 204.

² Garnet L. McDiarmid, The Meaning of curriculum . . . and its development," Education Canada, Vol. 11, No. 2, June 1971, pp. 27-33.

The Curriculum Reform Movement of the Sixties, in the United States of America, illustrates the effects of these changes.³ Changes in Canada may not have been as spectacular, or as widely publicized as those south of the border, but they did occur and, in some cases, they have been rather unique and pioneering in scope.⁴

The development of the new social studies in Alberta, over almost a decade, is illustrative of such a case. Both the content of the program and the manner in which curricular decisions are made underwent modification.

II. OBJECT OF THE STUDY

The object of the study was to conduct a historical survey and documentary analysis of those processes that resulted in the development of the new social studies program for use in Alberta schools as recommended to and approved by the Minister of Education of Alberta.

Related Problems. The object of the study was to be achieved through research directed at an examination of the following related problems:

³ John I. Goodlad, School Curriculum Reform in the United States, New York: The Fund for the Advancement of Education, 1964. See also Hulda Grobman, Developmental Curriculum Projects, Itasca, Ill.: F. E. Peacock, 1970.

⁴ Angus Gunn, "New Social Studies in Canada," Social Education, Vol. 35, No. 6, 1971, page 665.

- (1) What individuals and factors could be identified in these processes?
- (2) What decisions and factors were crucial and had an important bearing on the development of the new social studies program?
- (3) How did these decisions and factors affect the outcomes of the processes?

III. IMPORTANCE OF THE STUDY

Some curriculum changes have had an impact that at times extended beyond the borders of the country where they originated.⁵ In the United States, both the schools and the publishing industry were affected by what happened in the university with respect to curriculum development in the physical sciences.⁶ As was pointed out elsewhere, a change in one sphere often results in a change in another sphere.⁷

One reason for carrying out this kind of a study was to explore what changes affected the development of the new social studies. In this connection changes in an ever expanding environment have to be taken into consideration.

⁵ Arnold B. Grobman, The Changing Classroom, New York: Doubleday, 1969, pp. 221-241.

⁶ Paul E. Marsh, "The PSSC: A Case History of Nationwide Curriculum Development," Unpublished doctoral dissertation, Cambridge, Mass.: Harvard University, 1963, pp. 211-213.

⁷ Harold J. Leavitt, "Applied organizational change in industry: structural, technological and human approaches." in James G. March (ed.), Handbook of Organizations, New York: Wiley & Sons, 1965, pp. 1144-1170.

Educators must become actively involved:

Hitherto. . . we have been too content to leave the curriculum to develop according to a process akin to natural selection. . . recently a very different persuasion has begun to gain ground . . . that unless positive, drastic, and immediate action is taken the dead wood will continue to pile up indefinitely and the non-stop accretions in an already overcrowded timetable will result in an impossible chaotic situation.⁸

A second reason for conducting the study was to investigate who were involved in curriculum development, the extent of their involvement, and how they related to each other. A number of writers have pointed to the claim of professionals for a voice in curriculum development. Academics and teachers, in a voluntary and cooperative relationship, began to involve themselves in the development of curriculum. Once such efforts were crowned with success and financial support, professionals could no longer be ignored.⁹ Furthermore new patterns of influence were created:

This pattern of influence, in which private groups serve as connectors between large public organizations and levels of government, is one that, with minor variations, is now widespread in the curriculum reform movement that is rapidly altering educational practice in the United States.¹⁰

⁸W. Kenneth Richmond, The School Curriculum, London, England: Methuen, 1971, p. 12.

⁹See the writings of Arnold Grobman, Paul Marsh and Hulda Grobman, cited above.

¹⁰Burton R. Clark, "Interorganizational patterns in education," Administrative Science Quarterly, Vol. 10, 1965, pp. 224-237.

A third and final reason for undertaking the study was the lack of knowledge as to how curricula are being developed. With the exception of four American studies, no attempt has been made yet to study such a development in the United States.¹¹ In Canada, virtually no such research has been completed.¹² The need for a study that traces one such development in all its facets seemed long overdue.¹³

IV. DELIMITATION OF THE STUDY

The study was delimited in regard to duration, nature and scope. The study began in the early sixties and ended in the early seventies. The nature of the study was delimited to social studies development. Its scope was at first delimited to Grade XII but later included all grades.

Time Restrictions. Although the study began with the Grade XII revision, antecedents to this development were included. Thus it commenced with the University Critique of 1961 and ended with the elimination of the old social studies in 1972.

¹¹ Elliot Eisner, "Curriculum development: sources for a foundation for the field of curriculum," Curriculum Theory Network, No. 5, 1970, p. 5.

¹² Joseph Daniel H. Horovatin, "A Study of the process of curriculum planning and development in Canadian Provincial Departments of Education" Unpublished Master's Thesis, Edmonton, Alberta: University of Alberta, 1968.

¹³ Evelyn Moore, "The way it is in curriculum development, Part II," Curriculum Theory Network, No. 7, 1971, p. 94.

Nature of the Study. The curriculum development investigated was delimited to the field of the social studies. At the secondary level, this may be interpreted to include the social sciences. The development of social science electives, per se, was excluded from the study, unless they had a direct bearing on the total social studies program.

Scope of the Study. The study included developments from grades I to XII, except for the period from 1963 to 1967 when it exclusively focussed on developments at the Grade XII level. The study was restricted to the development phase of curriculum. It did not include implementation or evaluation phases, except for purposes of trial implementation and evaluation during the piloting of newly developed programs. Last of all, the study was delimited to those persons and groups whose influence could be ascertained as having contributed to this development.

V. LIMITATIONS OF THE STUDY

The study required the writer to interview various individuals who, at one time or another, had been involved in the development of the new social studies programs. This meant in addition to Department of Education officials, university personnel, teachers and lay persons. These people served frequently on curriculum committees or boards, either under the auspices of the Department or of school systems.

The research was supported solely by the writer. This limited the amount of travel that could be undertaken and the extent of data gathering. In one instance correspondence had to be substituted for an interview.¹⁴

A further limitation was the fact that some persons interviewed had not been associated with curriculum development for some time. It was indeed a rare occasion to find an individual who had been continuously engaged in the social studies development over the time period of this study. This lack of continuity posed restrictions on a total perspective of the development. Prolonged absence from developments, in some cases blurred the remembrance of events in which participants were involved.¹⁵

Finally, since several participants occupied positions which were vacated for other positions in teaching or administration, a high degree of mobility existed. This sometimes caused difficulties in retrieving documentary resource materials.

¹⁴This was the case with Mr. Morrison L. Watts, former Director of Curriculum, Department of Education, Government of Alberta from 1945 to 1967.

¹⁵Two possible exceptions to this lack of continuity were Dr. T. Aoki and Mr. N. E. Brown. But even in each of these cases, there was no continuous membership on curriculum committees. Dr. G. L. Berry is probably the only person who can claim to have been involved continually, albeit at different levels of involvement.

VI. LIST OF THE CHAPTERS

The dissertation is comprised of seven chapters.

Chapters IV to VI relate the account of the social studies developments during each of three time periods: 1961-1967, 1967-1969 and 1969-1972. The chapters are as follows:

<u>Chapter</u>	<u>Title</u>
I.	Introduction and Overview of the Study.
II.	The Analytical Framework and Review of the Literature.
III.	Delineation of the Study and Methodology for Obtaining Data.
IV.	Antecedents to Reform: The New Social Studies 30.
V.	The Mandate to Proceed: A Rationale, Recommendations, and Proposals for Reform.
VI.	Consolidation of Reform: From Blueprint to Action Programs.
VII.	Summary, Conclusions, and Implications of the Study.

CHAPTER II

THE ANALYTICAL FRAMEWORK AND REVIEW OF THE LITERATURE

I. INTRODUCTION

In this chapter an analytical framework for an investigation of curriculum development is presented. It was built upon insights obtained from sources useful for this purpose. Since the study focussed on an exploration of what actually does take place in the development of a curriculum, an extensive search was conducted for descriptive models rather than prescriptive models:

The classical model is, of course, intended to be prescriptive rather than descriptive, but those who recommend it as a norm imply thereby that practice guided by the model does what ordinary practice does, only better.¹

Curriculum development implies more than the rational development of a method for presenting content in a school setting. It is closely tied in with choice and action:

What is not often so apparent. . . is that the process of curriculum development has not been a simple rational one, but a complex political and ethical phenomenon with a quality of rational-technical support.²

¹Decker F. Walker, "A Naturalistic Model for Curriculum Development," School Review, Vol. 80, No. 1, 1971, Footnote #2, p. 64.

²James B. MacDonald, "Curriculum Development in Relation to Social and Intellectual Systems," Chapter V in The Curriculum: Retrospect and Prospect, 70th. NSSE Yearbook, Part I, Chicago: University of Chicago Press, p. 97.

Thus certain criteria had to be considered in the search for an analytical framework that would be suitable for purposes of this study.

Rationale of the Framework

The rationale guiding the search for the framework was two-fold. First, it should provide an opportunity to represent phenomena and relations that actually are encountered during processes of curriculum development. Secondly, the framework should be able to give some direction to the study. The framework, it was expected, would suggest areas to be explored and phenomena to be investigated, in addition to providing a means for the conceptualization of these phenomena.

Contributions to the Framework

Curricular decisions are made at various levels. Three levels that have been distinguished are the societal, institutional, and instructional level.² Since this study dealt with curriculum development at the provincial rather than at the school system or school level, the societal level was of paramount importance. This led to an investigation of curricular policy making, for purposes of contributing to the framework. Two other contributions were found by Gergen and Walker. The former constructed a model that was useful for

²John I. Goodlad and Maurice N. Richter, The Development of a Conceptual System for Dealing with Problems of Curriculum and Instruction, ERIC: ED 010-064. United States Office of Education, 1966 (out of print), page 42.

the identification of decision makers and a technique by which their influence could be assessed.³ The latter devised a model which provided a conceptual basis for the study of curriculum development in the context of its total environment.⁴ Each of the three sources cited made its own contribution, in accordance with the criteria stipulated. The contributions are further delineated in each of the following sections.

II. CURRICULUM POLICY MAKING

Kirst and Walker wrote an extensive review of curriculum policy making as it applies to the United States. Much of what they had to say seems to be as relevant to the Canadian setting as it is to the American. They introduce their paper by stating:

Among the most important of the specifically educational policies of schools are those pertaining to what children study in school. Children in school are normally required to study certain subjects and forbidden to study others, encouraged to pursue some topics and discouraged from pursuing others, provided with opportunities to study some phenomena but not provided with the means of studying others. When these requirements and pressures are uniformly and consistently operative they amount to policy, whether we intended so or not. We shall call such explicit or implicit "guides to action" curriculum policy and the process of arriving at such policy we shall call curriculum policy making.⁵

³ Kenneth J. Gergen, "Assessing the Leverage Points in the Process of Policy Formation," Chapter V in Raymond A. Bauer and Kenneth J. Gergen (eds.), "The Study of Policy Formation, New York: The Free Press, 1968, pp. 181-203.

⁴ Decker F. Walker, page 9, footnote 1.

⁵ Michael W. Kirst and Decker F. Walker, "An Analysis of Curriculum Policy Making," Review of Educational Research, Vol. 41, No. 5, December 1971. pp. 479-509.

After examining several methods of decision making the authors conclude:

In summary, curriculum decisions are not based on quantitative decision techniques or even on a great deal of objective data. This leaves a great deal of latitude for deliberation and for complicated political processes to resolve conflicts of values among various groups and individuals.⁶

Hence the determination of the school curriculum is seen as a process of public policy making which is political in character. It is interesting to note how Dror defines public policy making:

Public policy making is a very complex, dynamic process whose various components make different contributions to it. It decides major guidelines for action directed at the future, mainly by governmental organs. These guidelines (policies) formally aim at achieving what is in the public interest by the best possible means.⁷

Both sources equate policy making with the process of arriving at major guides, or guidelines, to action. The Program of Studies, Curriculum Guides, or Handbooks developed for guidance in the teaching of the social studies are guides to action. Thus they can be cited as curriculum policy. Processes instrumental in arriving at such guidelines are therefore, by definition, policy making. Gergen's model contributes to an understanding in assessing the influences which give these processes their dynamic characteristics.

⁶ Ibid., page 487.

⁷ Yehezkel Dror, Public Policy Making Reexamined, San Francisco: Chandler, 1968, p. 12.

III. THE GERGEN MODEL

Gergen considers any social system to be constituted by a set of interacting subunits. If the social system is an entire society, then subunits at a macro level may be equated with institutions or organizations whereas at a micro level they might be equated with individuals. The complex web of social interaction from which policy emanates is determined by how the subunits interact. This in turn depends on leverage, a term used by Gergen to denote power or influence.

Gergen makes the following assumptions before explicating his model: (1) subunits of greatest importance are individual persons rather than organizations or institutions; (2) one major source of change in a social system is the entry of new information; (3) modification of the system will depend to a large extent on the configuration of subunits; (4) subunits vary in their degree of leverage in the system; and (5) any individual in a society can be compared along three dimensions relevant to the concept of leverage.

These dimensions Gergen labels (1) issue relevance, (2) subphase resources, and (3) personal efficacy. Each of the separate dimensions he then further explicates.

Issue Relevance

Gergen observes that persons vary greatly in their relationship to a given public issue. Different issues may

impinge on a person in varying degrees. He makes three assumptions with regard to relevance. They are: (1) an issue will be relevant to an individual to the extent that for him it can potentially modify the status quo; (2) the greater the relevance of an issue to a person the stronger will be his attempt to exert leverage; and (3) separate issues may be varyingly relevant for a given individual with the relevance of one issue quite unrelated to that of another.

The following illustrate the above cited assumptions within the context of curriculum development: (1) the authorization of a textbook is likely to be more relevant to the writer of the textbook than to the person using it; (2) teaching methods implied in a program of studies are less relevant to teachers than the content and structure of the program; (3) an unstructured program may please some teachers while displeasing others.

Subphase Resources

Gergen points out that the formation of public policy takes time. Between the inception of an idea and its ultimate implementation, many events transpire. For each of these events sets of resources may be envisioned that could give persons leverage. In curriculum development one could think also of a differential of resources. The writing of a program, for example, would draw on resources different from those that might be utilized in the initiation or revision of a program.

Resources may accrue to individuals from group membership, as well as from individual abilities and qualities. Some accrue from an office that the individual holds, others from expertise he possesses, or admiration he may engender.

Some individual resources that may be of relevance in curriculum development could be teaching ability and an understanding of the structure of the discipline. Others that may be cited are administrative ability to initiate a proposal, the ability to coordinate a curriculum committee, or any other ability often subsumed under the term leadership.

Resources that accrue to individuals from group membership vary with the nature of the group. Departments of education have a strong legal resource. The university has a knowledge resource. Teachers, as a group, have an accumulation of practical classroom experience.

Personal Efficacy

Individuals differ irrespective of the resources they possess or the relevance that an issue has for them. Gergen cites attracting public attention, communicating effectively, and the ability to get along well with others, as examples of personality constellations or a set of social capacities that may be highly correlated with leverage. To a non-participant observer these qualities may not be as obvious as the group membership or positions held by persons identified as major participants in policy-making. They are nevertheless of great importance. But, they present a challenge to the ingenuity of the investigator. Data

pertaining to this more sensitive and obscure dimension of leverage may be difficult to acquire. Once they have been obtained they need to be extensively corroborated to guard against personal bias.

Dynamic Characteristics of the Model

Gergen claims that his model, aside from identifying actors and their potential leverage, provides a means by which predictions can be made. Policy formation may be strongly affected by (1) potential or actual leverage, (2) leverage configuration, and (3) process through time.

Potential or actual leverage. If a person feels strongly about an issue he is more likely to activate his potential leverage than if he were indifferent or ambivalent about it. The cost of a certain program is a case in point. Administrators or school trustees may feel more strongly about this issue than teachers or textbook writers.

Leverage configuration. Leverage configuration results from certain combinations of leverage points. The strength or weakness of each of the leverage points in combination with the others will eventually determine leverage configuration. A strong united front of teachers and department of education officials may result in a leverage configuration that could affect that of administrators and university representatives. On the other hand, the latter could affect the former. It all depends on the strength or weakness of the configuration.

Process through time. Over a period of time persons, or groups, may change their views or positions. A change of attitude might occur as a result of interaction at a curriculum committee meeting or curriculum conference. Thus a greater receptivity for new ideas and practices may be engendered. Constraints of one kind or another may be more readily appreciated by either party as a result of such interchange.

Implications of the Gergen Model

Leverage may be assessed once issues of interest and decision makers have been identified. First, ascertain the personal resources and efficacy of the actor and the degree of relevance an issue has for him. Secondly, find out what coalitions, if any, existed among actors and how these measured up in the total constellation of potential leverage. Thirdly, notice any changes that occurred over time.

The utility of the Gergen model appears to depend on a clear identification of actors and issues, on the assessment of leverage relative to each issue, and on the assessment of the dynamics of policy-making over time. If the model is successful in its claim to make predictions, then one would expect it to be equally successful in being a means by which decisions may be more easily comprehended in retrospect. As such, it could contribute significantly to a better understanding of a rather complicated process.

IV. THE WALKER MODEL

This model, in conjunction with the Gergen model, seemed to offer additional insights for the investigation of the topic. The strength of the Gergen model lay in its identification of actors and their leverage potential and usage. The Walker model is more comprehensive. It not only deals with the deliberative process at the time it evolves, but it also emphasizes antecedents to the process and outcomes of that process.

Walker refers to his model as a "natural" rather than as a "classical" model of curriculum development. In the classical model the objectives and the learning experience are the formal elements. The determination and formulation of objectives, the selection and organization of learning experiences, and the evaluation of its outcomes are the operations of the classical model. This model then is very reminiscent of the Tyler rationale.⁸

The stress on objectives, while ideal in theory, did not always match actual practice.⁹ Hence there was a need for a model based on practice as well as on theory. Thus a natural model was constructed as exemplified by the Walker model. It has three elements: (1) a platform, (2) a deliberation process, and (3) a design. Each of these

⁸ Ralph W. Tyler, "The Organization of Learning Experiences," in Virgil E. Herrick and Ralph W. Tyler (eds.) Toward Improved Curriculum Theory Chicago: The University of Chicago Press, 1950, p. 61.

⁹ Decker F. Walker, p. 51.

elements is further delineated in the following subsections.

The Platform or Foundation

Walker explicitly recognizes that the curriculum developer as an experienced human being has certain beliefs and convictions. His mind is no tabula rasa:

The curriculum developer does not begin with a blank slate. He could not begin without some notion of what is possible and desirable educationally. The system of beliefs and values that . . . guides the development of curriculum is what I call the curriculum's platform.¹⁰

According to Walker, the platform includes "an idea of what is and a vision of what ought to be." These guide the curriculum developer in determining what he should do to realize his vision. Walker's choice of the word "platform" seems reasonable in the context of the future. The word "foundation" may be preferable in the context of the present and the past. Either word used in this dissertation will signify a potential influence on curriculum development that is inherent in the belief and value system of the participants in the policy-making process.

The Deliberation Process

Deliberation is central to curriculum development. It lies at the heart of the process. This process will eventually lead to a curricular design, the outcome of curriculum development processes.

It is here that decisions and policies are made. Gergen has indicated a methodology for identifying the actors

¹⁰ Ibid., p. 52.

involved in this process and assessing the outcome of the process. Walker adds more insight to a conceptualization of the process by observing the following:

- (1) The main operations in curriculum deliberation are formulating decision points, devising alternative choices at these decision points, considering arguments for and against suggested decision points and decision alternatives, and, finally, choosing the most defensible alternative subject to acknowledged constraints.
- (2) The animating principle in curriculum deliberation is the desire for defensibility, for justifiability of decisions. The heart of the deliberative process is the justification of choices.
- (3) Data, while not part of the platform, can be a most persuasive basis for justification.
- (4) When a situation arises that is substantially the same . . . the curriculum designer . . . can simply cite precedent.¹¹

A cursory examination of the above may create the impression that the deliberative process is very rational and void of any personal feelings. Walker apparently does not imply this. Deliberations are often chaotic and confused:

Alternatives are often formulated and defended before the issue has been clearly stated. Feelings run high. Personal preferences are expressed in the same breath with reasoned arguments.¹²

Gergen's observations regarding issue relevance and personal efficacy appear to be quite relevant in the context of Walker's statement. It is here, in the deliberative process

¹¹ Ibid., pp. 54-57.

¹² Ibid., p. 55.

phase of the Walker model, that the two models are quite complementary to each other.

The Design

In Walker's naturalistic model, design is not a collection of objects, a list of objectives, or, a set of learning experiences. Design to Walker is more dynamic and comprehensive. It is a "set of relationships and decisions."¹³ Its scope extends to include decisions made explicitly and implicitly by the designers during the development process, irrespective of whether or not these decisions resulted in a material form of one kind or another.

Materials are important in that they have features that may condition the events that affect those using the materials. The curriculum guide may affect the teacher; a prescribed text may affect the student. But a decision, not to have a prescribed text, has consequences that may affect those involved even more. And those are the decisions that are not easily deduced from an examination of curriculum guides, in the sense of why and how they were made. Responses from curriculum developers and data obtained from written documents are both necessary to adequately understand how the curriculum was designed.

Implications of the Walker Model

Walker's model seems to be particularly useful in providing a methodology by which the whole system of curriculum

¹³ Ibid., p. 53.

development can be comprehended more easily. It links the deliberative process to platform and design. It is more descriptive than prescriptive. Thus it allows more scope for a consideration of ethical and political phenomena in connection with the development of curriculum.

The focus of the model is no longer fixated on objectives as if they were "given" for the deliberative process. Objectives are not a starting point in this model but a late development of the curriculum maker's platform.¹⁴ The model thus contributes considerably to a more realistic approach for the investigation of curriculum development.

V. CHAPTER SUMMARY

In Chapter II a detailed review of sources that made contributions to an analytical framework for the investigation of curriculum development was presented. This summary will list the specific points and definitions that were elaborated upon in the chapter.

The rationale of the framework was (1) to describe the actual process of curriculum development at the provincial level, and (2) to elicit both questions and suggestions relative to curriculum development. It was found that literature on policy-making and curriculum development contributed to the design of such a framework.

The focus then narrowed to two models that provided a research methodology which appeared to correspond to the

¹⁴ Ibid., p. 59.

rationale for the analytical framework established at the outset of the chapter. In conjunction with one another the models made the following contributions:

- (1) Curriculum development is a process that can be understood in terms of a platform or foundation, a deliberative process or the process of policy formation, and potential outcomes or curriculum design.
- (2) Curriculum choices are justified on the basis of deliberation, and data.
- (3) Decisions can be reconstructed by a methodology of assessing leverage points.
- (4) Leverage consists of three dimensions, namely issue relevance, subphase resources, and personal efficacy.
- (5) Policy formation is affected by actual leverage, leverage configuration, and leverage over time.

Thus a process of curriculum development, consisting of the above components, was conceptualized. It provided direction to the research. Moreover, it enabled the researcher to draw certain conclusions and implications.

In the next chapter, the problems generated in the previous chapter are delineated to more specific research topics. This was done on the basis of the analytical framework and its contributions cited in this chapter.

CHAPTER III

DELINeATION OF THE STUDY AND METHODOLOGY FOR OBTAINING DATA

The object of this study, as defined in Chapter I was to:

. . . conduct a historical survey and documentary analysis of those processes that resulted in the development of the new social studies program for use in Alberta schools as recommended to and approved by the Minister of Education of Alberta.

The nature and scope of the problem posed by this object was such that further organization and simplification of the problem was undertaken. The general problem was subdivided into three related problems, each with a different focus. One concentrated on the influences, another on the deliberation, and a third on the outcomes of the curriculum processes. Building largely on the analytical framework, each related problem was then further delineated for more specific research purposes.

This chapter outlines three problem areas. Detailed guidelines and sample core questions are listed for each problem area to facilitate the investigation of that problem. Following this, the methodology for obtaining and assessing data is discussed. The chapter concludes with a series of assumptions that underlie the research design.

I. EXPLORATION OF THE RELATED PROBLEMS

Each related problem may be equated with a certain facet, or discrete stage, within a curriculum development process. It is implied in the object of the study that there were a series of processes which resulted in the new Alberta social studies program. The major guidelines and specific questions delineated for each of the problem areas were constructed in such a way that they could serve similar purposes, albeit under different circumstances. It is against this background that the degree of specificity is to be judged.

Problem No. 1

What influential individuals and factors could be identified in the context of the curriculum processes?

Exploratory Area Guidelines:

- (1.1) Identification of groups and individuals who may be considered to have participated in such processes or otherwise have been able to influence these processes.
- (1.2) Identification and survey of potential leverage of the groups and individuals so identified.
- (1.3) Identification and survey of issues of interest and of belief and value systems relative to such interests.
- (1.4) A broad survey of the context within which the actors interacted with one another: the formal and informal setting, the structure of the formal setting, and the linkages between groups and between individuals.

Sample Core Questions:

- (1.1) (a) What groups were instrumental in the initiation and development of the new social studies?
- (b) Which person(s) in each group, so identified, had a considerable impact?
- (c) What other persons, not identified within a group context, were influential?
- (1.2) (a) What formal positions did the persons cited above occupy?
- (b) What other resources, aside from position or office occupied, did they possess?
- (c) What resources did the group identified possess in relation to other groups so identified?
- (1.3) (a) Which issues arose relative to curriculum that were discussed at great length?
- (b) What alternatives, if any, were presented?
- (c) What positions were taken by what persons relative to certain issues?
- (d) What beliefs or value systems were held in common by what people?
- (1.4) (a) What curriculum development structures existed to facilitate the process of curriculum policy-making?
- (b) What other channels, aside from the formally structured ones, were perceived to exist?
- (c) What linkages of a formal or informal nature existed among participants and influentials in curriculum development?

Problem No. 2

What decision points were perceived to be crucial in the development of the new social studies and what factors contributed to the decisions that were made in this context?

The first problem area dealt with the identification of actors, issues, and the setting within which influential individuals and factors, thus identified, could be placed. The second problem is of a different nature. It deals with dynamic rather than static features. Questions center now on procedures and assessment instead of on identification. Its focus accentuates questions of strategy, collaboration, and leverage configuration.

Exploratory Area Guidelines:

- (2.1) An examination and description of how deliberations originated and were initiated.
- (2.2) An investigation into the procedures of the deliberative process.
- (2.3) An assessment of the dynamics of the deliberative process taking account of data, precedent, argumentation, and leverage.

Sample Core Questions:

- (2.1) (a) What were the antecedents to the new social studies curriculum development?
 - (b) What were the main reasons for initiating action?
 - (c) What factors facilitated this initiative?
- (2.2) (a) Who called the meetings?
 - (b) Who determined what persons should participate?
 - (c) How was the agenda prepared?

- (d) How did proposals originate or issues arise?
 - (e) How were decisions made?
- (2.3) (a) What data were presented to either refute or support certain positions?
- (b) Which curricular practices were cited as precedents for decision-making?
 - (c) What coalitions or polarizations were formed relative to issues that arose?
 - (d) How permanent were such coalitions? Did they transcend the boundaries of interest groups?
 - (e) What arguments were advanced by whom before a decision was reached?
 - (f) How was the issue resolved and what actual leverage configuration accounts for the criteria on which this decision was based?
 - (g) What factors in the wider environment appeared to have had an influence on the decision that was reached?

Problem No. 3

What were the results of the deliberative processes and how did the outcomes affect the design of the social studies program?

Exploratory Area Guidelines:

- (3.1) A survey of the changes that took place in the structure of the curriculum development process and the manner by which the social studies program evolved.
- (3.2) A review of events which led to the changes cited above.
- (3.3) A comparative analysis of curriculum development processes over time.

Sample Core Questions:

- (3.1) (a) What legal and structural changes in the processes of curriculum development were instituted?
- (b) What were the major changes in the development of social studies programs?
- (3.2) (a) What were the contributing factors that led to changes in curricular policy-making?
- (b) What were the contributing factors that led to the changes in policy making relative to social studies?
- (3.3) (a) In what respects does curriculum development in the early seventies differ from curriculum development in the middle sixties?
- (b) What trend, if any, is apparent in the development of curriculum in general and social studies in particular?
- (c) What are the implications for the future of curriculum development in the province of Alberta, in the light of the events of the recent past?

It should be noted that the exploratory area guidelines provided direction to the structuring of the sample core questions that correspond to each related problem. The guidelines themselves were derived from the analytical framework built on the rationale and a review of the literature, as delineated in the previous chapter. The core questions served two functions. They provided direction to the search of documentary materials. Furthermore, they laid the basis upon which more specific questions, used for interview purposes, were constructed.¹

¹For sample list of questions see Appendix B.

II. METHODOLOGY FOR OBTAINING DATA

Data for this study were gathered from two major sources: (1) documentary sources and (2) interviews.

Documentary Data

A number of sources provided documentary data for this dissertation. One of the major sources was the Department of Education Files. Access to these files was granted by the Associate Deputy Minister and the Director of Curriculum. The minutes of curriculum boards, standing committees, and ad hoc committees relative to the development of the Alberta social studies program provided a considerable proportion of the information obtained. Supplementary materials such as occasional papers, reports, conference proceedings, and official correspondence were an additional and valuable source of information.

A second source of documentary data, somewhat similar in kind but much smaller in scope, were the files of the University Interfaculty Committee on the Social Studies. The good offices of Dr. G. L. Berry and Dr. T. Aoki in the Department of Secondary Education, Faculty of Education, The University of Alberta, made it possible to have access to these files.

A third source of documentary data was made available by the Alberta Teachers' Association. It consisted of all public documents and files pertaining to the ATA Social Studies Specialist Council, briefs to government, and policy

and position papers approved by the Provincial Executive Council and/or the Annual Representative Assembly.

In addition to these more extensive sources cited above, a number of less extensive sources of documentary data were found in the form of supplementary materials. They were usually donated by individuals with a special interest in curriculum development during interviews that were conducted as part of this study. Some source material was acquired through personal correspondence.

Interview Data

Most interview data were obtained during the months of March and April. For a number of reasons they proved to be a far more important source of information than was originally contemplated. Supplementary data were obtained where documentary data were non-existent or few in number. Where these were available, interview data provided a means of cross-validation. They were also useful in making information obtained from documentary sources more meaningful.

There were three problems to be resolved in regard to using interviews for gathering data. These were:

- (1) Determining who should be interviewed.
- (2) Constructing and conducting the interview.
- (3) Processing and interpreting interview data.

Determining whom to interview. Initially the data obtained from documentary sources gave a fair indication as to whom to interview. Some names appeared over and over

again. Position and potential leverage provided another hint, aside from the frequency rate just mentioned. As a result three preliminary and exploratory interviews were arranged with individuals, thus identified, by the end of January.²

Much valuable information was obtained from these three initial interviews. As a result an expanded and partially validated list of potential interviewees could be established. Each subsequent interview in turn provided additional information. This not only increased the list of possible respondents but it also enabled the possibility of greater and more reliable selectivity. Eventually on the basis of this procedure and the constraints imposed on the researcher, just over forty persons were singled out for interview purposes.³

Construction and conduct of the interview. The interviews that were conducted may be characterized as elite interviews. This meant that any interviewee was given special, non-standardized treatment:

- By special, nonstandardized treatment I mean
1. stressing the interviewee's definition of the situation,
 2. encouraging the interviewee to structure the account of the situation,

²For a complete list of persons interviewed see Appendix A.

³Ibid.

3. letting the interviewee introduce to a considerable extent. . . his notions of what he regards as relevant, instead of relying upon the investigator's notions of relevance.⁴

It did not mean that no prior preparation was done.

Questions were prepared prior to the interview. But they were used as much to elicit further questions as they were used to elicit answers. Thus questions and observations arose spontaneously during the interview. Respondents were allowed a considerable latitude to digress. It was felt that such digression might enable events to surface to which the interviewer had been hitherto oblivious.

As stated above, a list of questions was prepared prior to the interview. The following criteria were used as guidelines in the preparation of this list. One was the background information that had been obtained on the interviewee. The other was the nature of the problem under investigation.

The position held and the role played by the interviewee in the curriculum development process were perceived to be important criteria for deciding what kind of questions to ask. Some background information that provided these data also served as back-up information for the respondent. Oral summaries of what had transpired years ago or quoting documentary data were helpful in refreshing the memory of some respondents.

⁴Lewis Anthony Dexter, Elite and Specialized Interviewing, Evanston Ill. Northwestern Univ. Press, 1970, p. 5.

Processing and interpreting data. Notes were made during each interview except where the whole interview was taped. The tape recorder was used primarily with those who were perceived as having been major actors. Where the tape recorder was not utilized, selected responses were written down verbatim during the course of the interview. Verification was obtained by re-phrasing certain questions and/or by asking the interviewee to verify his response. A type-written transcript was prepared for each interview. This was done almost immediately after the interview had transpired unless it had been taped. Taped interviews were transcribed when it was convenient to do so.

Some interpretation of data took place during each interview. It was based on intuition, hunches, and in response to what was observed and heard. Further interpretation occurred in retrospect. Transcripts were read and re-read. Responses that seemed to be highly relevant to the problem under investigation were singled out for cross-validation with data obtained elsewhere. The problem posed, background information available prior to the interview, and interviewee reactions were the major criteria used in the interpretation of data thus obtained.

III. ASSUMPTIONS

A number of assumptions that have been implied in the research, as delineated above, are now explicitly stated. They were:

- (1) Major actors, influentials and participants, in the development of curriculum could be identified and would give permission to be questioned.
- (2) Important events and/or issues were remembered or could be recalled during an interview.
- (3) It was possible to reconstruct the development of curriculum from the data that were obtained from all sources.

IV. CHAPTER SUMMARY

The chapter began with a review of the object of the study. The general problem posed by this purpose was further delineated into three related problems. Each of these could be viewed as a problem area in its own right. They were:

- (1) An identification of influential individuals and factors with regard to the curriculum processes.
- (2) A description of the deliberation processes and an assessment of the nature of the curriculum policy-making processes.
- (3) An assessment of the outcomes of the processes and their implications for the future.

The analytical framework of the previous chapter was then used to develop a methodology for dealing with each of the problem areas. Specific guidelines and sample core questions were delineated to break each area down even

further into problems of manageable proportions.

Following this, a methodology for obtaining data was discussed. The two sources of data that were used in conjunction with each other were documentary sources and the personal interview. Interviewing presented separate problems. Strategies to deal with each of these problems were outlined and explained. The chapter concluded with a list of assumptions that underlie the research methodology.

The three chapters to follow report the data obtained in the exploration of each problem area relative to one of the three major phases of the social studies curriculum development.⁵

⁵See page 8.

CHAPTER IV

ANTECEDENTS TO REFORM: THE NEW SOCIAL STUDIES 30

This chapter describes and analyzes the development of the new Social Studies 30 from its initiation in 1963 to its implementation in 1967. A rationale for the inclusion of the chapter and an outline of its organization precede the content directly related to this development.

Rationale for the Chapter

The evolution of this new course during the early sixties was considered of sufficient importance not only to warrant a whole chapter to its development, but also to commence the study at this point in time. A number of considerations led to this decision.

A first and major consideration was the effects of this phase of development on the events that were to follow. As the title of the chapter implies, Social Studies 30 generated other developments. It set a revision of the total Alberta social studies program into motion.¹

¹As cited by Aoki, Personal Interview, March 27, 1972: "I definitely see a strong connection. Not too many people will see the thread that I see, unless they were involved with revision from 1960 on. Social Studies 30 had a triggery effect."

A second consideration was the similarity between certain design characteristics of the new Social Studies 30 and the new Alberta social studies program for Grades I to XII. Both emphasized the process of inquiry. They also corresponded in methodology. The problems approach formed the underlying strategy of both programs. Another commonality was their emphasis on whatever was real, relevant and contemporary.²

A third and final consideration was the nature of this development compared to that of the Social Studies 10 revision which had just preceded it. Proposals by teachers and university professors seemed to carry more weight than had been the case hitherto.³

Organization of the Chapter

Various individuals influenced the development of the new Social Studies 30. Several factors impinged upon the process. Data, obtained through research of related problem areas, have generally been presented in a chronological order. This was done to assure some measure of clarity and coherence.

² Compare pages 106-109 in the Senior High School Guide for Social Studies 10, 20 and 30, Govt. of Alberta, Department of Education, 1967, with pages 9-18 in Experiences in Decision Making - Elementary Social Studies Handbook, Govt. of Alberta, Department of Education, 1971.

³ As cited by N. E. Brown, Personal Interview, March 30, 1972: "... there was a completely different feeling; you felt that you had some responsibility in making the curriculum. With Social Studies 10 all we could do was make recommendations. The Senior Committee were the real decision makers. They told us what to do."

Developments usually were subdivided into three subphases. The first could be characterized as a phase of awareness, interest and preparation. The second was seen as a phase of evaluation, design and proposals. The third constituted a phase of trial and eventual implementation of a program.⁴

For each subphase an attempt was made to: (1) identify the individuals and events or factors that influenced the development process; (2) describe major decisions taken during that process; and (3) analyze the outcome of the process.

The following three phases in the development of the new Social Studies 30 were distinguished. The period from March 1961 to December 1963 was designated as Phase One: The Changing Scene. The period from December 1963 to March 1965 was labeled Phase Two: Coordination and Integration. The third period, from March 1965 to September 1967, was called Phase Three: From Design to Implementation. The following account presents findings related to Phase One, the background of developments leading to the Social Studies 30 revision.

I. THE CHANGING SCENE

Although it was difficult to isolate specific factors that contributed to changes in curriculum development during

⁴ The stages of the change process as cited by Everett Rogers in Diffusion of Innovations, New York: The Free Press, 1962, page 81, were helpful in making these divisions.

the early sixties, some events appeared to have had a certain degree of influence. Documentary data pointed to two centres of activity that were involved in senior high school social studies. One was the provincial subcommittee on high school social studies at the Curriculum Branch of the Department of Education. The other was the History Department at the University of Alberta. The latter was highly critical of the former. Since Social Studies 30 was required for university entrance, this course was of particular interest to the university.

University Criticism

In the autumn of 1959, L. Hertzman moved to Alberta to join the History Department at the University in Edmonton. He and W. Eccles, one of his colleagues, administered a history test to university freshmen and janitors. The results showed that the latter had more factual knowledge than the former. This was reported in the press and it caused some concern at the Department of Education. T. C. Byrne, Chief Superintendent of Schools, and G. L. Berry, high school inspector in charge of senior high school social studies, met with the two professors. After the visit Byrne commented:

Perhaps we should re-examine the provincial program. We have held that social studies is for all students-- that it should constitute a common core to the end of Grade XI. We might then frankly accept that the Grade XII year is in reality the first year of University and should be planned in conjunction with the University.⁵

⁵ Memo from Byrne to Berry, December 19, 1960.

The need for a closer cooperation with the university in planning matriculation courses became even more evident with changes in high school diploma requirements. With ministerial approval of new diploma requirements on December 15, 1962, non-matriculants needed no longer to take Social Studies 30 in order to obtain a high school diploma. Thus Social Studies 30 had for all intents and purposes become a matriculation course.

Hertzman continued to be actively interested in the senior high school social studies program. On behalf of the History Department he undertook a study of the Senior High School Curriculum Guide for Social Studies 10, 20 and 30. This unpublished paper was submitted to the Department of Education and was later referred to as the University Critique.⁶ It specifically criticized the senior high school social studies program for its arrogant nationalism, excessive fragmentation into units, indoctrination of attitudes, poor literacy and lack of balance. Moreover, to mix the social sciences as haphazardly as was done in Alberta was to invite incoherence and chaos:

The Social Studies concept as imagined in the Alberta Curriculum is beyond the wisdom and knowledge of a Toynbee to devise; it is beyond the capacity of a Socrates to teach.⁷

⁶Minutes, Senior High School Social Studies Subcommittee, October 20, 1961. (for curriculum committee network structure see Appendix C)

⁷Lewis, Hertzman, "Some Comments on the Alberta Senior High School Curriculum Guide for Social Studies 10, 20 and 30." Edmonton, Alberta, March 1961, page 3.

In a later publication, Hertzman was no less critical of curriculum writers. He stated that the course in Alberta was prepared in a haphazard and most unprofessional manner. The educational establishment itself was said to be highly intolerant of criticism from outside its accepted group.⁸

The Senior High School Social Studies Subcommittee

The provincial subcommittee included the university critique as an item on the agenda for its next meeting. It was suggested that Hertzman be invited to attend the meeting.⁹ The minutes of the next meeting contained no evidence of Hertzman's presence. Members decided to take no action on the Hertzman critique until such time as the Curriculum Guide came up for revision.¹⁰

Subsequent minutes gave no evidence that this was ever done. The committee decided to develop a new Grade X course. When the year ended a supplement for the Social Studies 30 Guide had been prepared. The Committee had also undertaken to examine proposals for the revision of the Social Studies 30 text.¹¹

⁸ Lewis Hertzman, "The sad demise of history: Social Studies in the Alberta Schools." The Dalhousie Review, Vol. 43. No. 4, Winter 1963, page 513.

⁹ Minutes, Senior High School Social Studies Subcommittee, October 20, 1961.

¹⁰ Minutes, Senior High School Social Studies Subcommittee, November 24, 1961.

¹¹ Minutes, Senior High School Social Studies Subcommittee, May 28, 1962.

It was not until 1963 that significant changes, that would affect senior high school social studies, began to occur. Bertha Lawrence, Edmonton High School teacher, and principal author of the Grade XII text, and a long-time member of the Committee retired. She was replaced by Miss Mary Belkin, Calgary High School teacher, who became secretary of the committee. G. R. Davy, with the Department of Political Economy, at the University of Alberta, joined the Committee as a representative of the Faculty of Arts. Berry, now with the Faculty of Education, represented that Faculty.

During this year a university-wide committee was established to examine the Social Studies 30 course. Thus there were two formal groups involved, one at the University, the other at the Department of Education.

With the existence of these two groups it became necessary to examine developments in each of the two domains involved, namely the Department and the University. Both influenced each other in the strategies that were employed to revise Social Studies 30.

Coordination and Delay

Morrison L. Watts, Director of Curriculum with the Department of Education, announced that, as a result of an Articulation Committee meeting to coordinate university and high school, G. R. Davy had been appointed to the provincial subcommittee.¹²

¹²Minutes Senior High School Social Studies Sub-committee, April 4, 1963.

He said that Davy, Department of Political Economy, University of Alberta would aid in the revision of the last half of the Social Studies 30 text and that he would represent the University in the planning of matriculation courses.

Davy was assisted by an ad hoc committee of the General Faculty Council, under the chairmanship of H. S. Armstrong, Vice-President, University of Alberta, and Dean of Science. This committee, from here on referred to as the Armstrong Committee, served a dual purpose. When questioned about the function of the committee, Davy remarked:

A General Faculty Committee was created in an attempt to bring coordination between university faculties and various departments with respect to matriculation requirements and also between the University and high school.¹³

Davy indicated to the members of the provincial subcommittee that the university needed more time to consider the matter of social studies revision. At the same time the publisher of the 1955 Social Studies 30 text notified the Curriculum Branch that delay in the submission of material endangered the publication deadline of the text's revision. The provincial subcommittee then decided to postpone major revision until the viewpoints of the representatives of the university could be ascertained.¹⁴

The pressure on the provincial subcommittee was mounting. As Davy saw it, this pressure came from within and from without. From within it was mainly exerted by

¹³Personal Interview, March 31, 1972.

¹⁴Minutes, Senior High School Social Studies Subcommittee, June 24, 1963.

Berry, T. Aoki, Lethbridge High School teacher, and Davy. From without it came from the social studies teachers themselves. Davy elaborated:

It was mainly Berry, Aoki and myself who took a different approach from that of the Director of Curriculum, the Chairman of the Committee, and the high school teachers on it, with Brown somewhat in the middle. The organized group of social studies teachers in the province brought a great deal of pressure to bear.¹⁵

This implied that Watts, the Director of Curriculum, L. G. Hall, the chairman of the subcommittee, and L. Mix, Edmonton High School teacher, A. J. Liesemer, Calgary High School teacher, and Belkin were under pressure from Davy, Berry, Aoki and to some degree N. E. Brown, Wetaskiwin High School teacher. Berry was no longer chairman of the committee since joining the Faculty of Education in 1961. He as well as Davy and Byrne perceived a gradual change in the late fifties and early sixties.¹⁶ Watts, Mix and Liesemer represented the members of the old school of a more authoritarian era.

Davy wanted more time. He defended his position by stating that in the revision of Social Studies 30 not only the History Department but other university departments as well were involved. Hence he needed direction from Faculty Council or a committee designated by it. This prompted Watts and Hall to comment that the Department of Education

¹⁵Personal Interview, March 31, 1972.

¹⁶Personal Interviews, March, June 1972.

set the course. Davy's motion to hold up major revision until the views of the University representative were ascertained was tabled for a month.¹⁷

University Action

Davy sent a letter to the following five departments in the Faculty of Arts: Geography, History, Sociology, Political Economy and Psychology. In order to ascertain the opinions of his colleagues, Davy commented:

I wrote to you on October 4 concerning a revision of the High School Social Studies Program. To date I have had no formal reply to my request for an expression of your views. The next meeting of the Curriculum Subcommittee is on November 22, and I propose at that meeting to make suggestions for a new program. If I do not hear from you before that time, I shall have to proceed without your advice and guidance.¹⁸

W. H. Johns, President of the University, confirmed the task of the Armstrong ad hoc committee to give guidance to the Department of Education relative to Social Studies 30. He stated that the committee was approved by General Faculty Council and named the members who had been invited to serve under Armstrong's chairmanship. In addition to representation from the Faculty of Arts, it had representatives from Education, Engineering and Law.¹⁹

¹⁷ Minutes, Senior High School Social Studies Subcommittee, October 21, 1963.

¹⁸ Memo from Davy to L. C. Thomas, W. C. Wonders et al., October 23, 1963.

¹⁹ Memo from Johns to Armstrong, November 5, 1963.

The Department of History was quick to respond. It established a High School Curriculum Committee with Barbara Fraser and Nicholas Wickenden in charge. The latter wrote a position paper on behalf of the History Department entitled, "Memorandum on the Social Studies Programme in the Alberta High Schools."

Davy submitted this to the provincial curriculum committee. This submission was markedly different from the Hertzman critique. Although critical in nature, it had a constructive tone as is evident from its introduction:

The Department of History of the University of Alberta welcomes the initiative of the Department of Education Curriculum Committee in moving to revise the programme of social studies in the high schools of Alberta. We are happy to have the opportunity of making suggestions towards an improved course of study in this field.²⁰

Wickenden sent a copy of his Memorandum to the Faculty of Education. Here it was well received. L. W. Downey, Head of the Department of Secondary Education, Faculty of Education, University of Alberta, wrote Wickenden and urged him to keep his committee active. Maybe he could join him and the other members of his committee in their deliberations.²¹

Fraser, who had sent a copy to W. Pilkington, Assistant Dean of Education, received an equally enthusiastic

²⁰ Submission by the History Department, Fall, 1963, Page 1.

²¹ Memo Downey to Wickenden, December 5, 1963.

response:

With the offer of assistance to the Department of Education and to practising teachers, you have done much to suggest that the History Department is not only critical, but helpful. Believe me, you are on the right track, and the growth of your Department will be commensurate with the splendid service that it can offer. May your committee live forever.²²

Davy's Report - Grade XII
Revision

Davy clarified his position by stating that he was to act as a liaison between General Faculty Council and the Provincial Senior High School Social Studies Subcommittee but not to make decisions on behalf of the University. He announced the university-wide committee that had been set up. Then he reported on a survey he had made in the Faculties of Arts and Science. The overall impact seemed to be that major revisions were desirable. Reference to Canada pervaded the entire social studies program, resulting in student boredom.²³

Berry noted that there had been a continuous social studies revision since 1945. This had resulted in a patch-work. Perhaps the whole program needed to be reviewed.²⁴

²²Memo, Pilkington to Fraser, December 10, 1963.

²³Minutes, Senior High School Social Studies Subcommittee, November 22, 1963.

²⁴Ibid.

Phase One Findings

Actors and Events. At the Department of Education, the actions of the Minister of Education, the Chief Superintendent, the Director of Curriculum, and the Chairman of the Senior High School Social Studies Subcommittee influenced the course of events. Berry was identified as an actor in two domains, as a high school inspector and chairman of the provincial subcommittee before 1961 and as a Faculty of Education representative after 1961. Also at the university, persons such as Hertzman, Davy and Wickenden appeared on the scene.

The revision of diploma requirements and the deadline for publication of a revised text, that was not met, were events that had a bearing on the course of events. A change in the membership of the Senior High School Social Studies Subcommittee was another influence as was the urgent letter by Davy to university departments for advice. These resulted in various decisions that had an impact on subsequent developments.

Decisions. The decision to establish a direct liaison between the Senior High School Social Studies Subcommittee and the Arts Faculty resulted in the appointment of Davy. For the university group the decision to delay revision was important. The History Department decided to have a subcommittee on high school social studies and to submit a memorandum to the Department. Wickenden and Fraser decided

to send this to the Faculty of Education. Downey suggested that he was willing to work with members in the History Department.

Analysis. There was an increased awareness of and interest in the social studies program on behalf of the university community. This was particularly evident in the Department of History. The issue was not only relevant to the Department of Education but also to the University community. Dissatisfaction with the present program among several teachers, university professors and some members of the Senior High School Social Studies Subcommittee alike constituted a strong force toward reform efforts.

The University also represented a storehouse of academic resources from which the Senior High School Social Studies Subcommittee could draw for the development of curriculum. With the departure of Hertzman and a different approach by persons such as Wickenden a new relationship between the various educational interest groups was about to develop.

By the end of 1963 the possibility of a new Social Studies 30 depended largely on the members of two formal groups, the Senior High School Social Studies Subcommittee and the Armstrong Ad Hoc Committee. It was up to these two groups to come up with concrete proposals. The rise and growth of an informal group, supplanting the latter and greatly influencing the former, was just to begin. This development is one of the major topics of Phase Two, the substance of the next section.

II. COORDINATION AND INTERACTION

As was seen above, Davy formed a liaison between the two formal groups involved in the creation of proposals for a new course. For such a task, something more than liaison was needed. It demanded interested and committed individuals. The Armstrong Committee whose members were Deans or Department Heads did not seem suited for the purpose of curriculum development in that its members had to attend to too many other matters. Hence this task was delegated to eager and young professors who had to make a career for themselves. The creation of such a group of individuals was achieved in a relatively short period of time.

Formation of the Interfaculty Committee

The initiation of the Interfaculty Committee was the result of perceived need and private initiative. The first step toward the formation of such a group occurred when Wickenden, at Downey's invitation, went over to call on Downey and Berry for a preliminary meeting at the Faculty of Education. Wickenden made the following observation in regard to its formation:

The alert by Grant Davy was the initial impulse for the creation of the Interfaculty Committee. One day I went over and met Downey and Berry. They recruited in the Faculty of Education, we in the Faculty of Arts. Downey bridged the gap between the Education and the Arts people. The Interfaculty Committee was the result of private enterprise.²⁵

²⁵Personal Interview, March 24, 1972.

As a result of this interaction a new impetus toward social studies development had been generated with consequences for future developments.

Downey claimed that he initiated the Interfaculty Committee:

Something had to be done. I knew Grant Davy. At first there was much suspicion regarding the interdisciplinary approach but this changed later on.²⁶

Downey naturally was well aware of the situation. He and Berry were also members of the Senior High School Curriculum Committee. This Committee was to advise the Minister through the General Curriculum Committee. Provincial Subcommittees, established to deal with subject matter in specific disciplines, assisted in this task.

After receiving from Wickenden the names of prospective committee members in the Arts Faculty, Downey proceeded to call the first meeting. There were no representatives from Law, Engineering or Agriculture as there were on the Armstrong Committee. The Departments of Sociology and Psychology included in Davy's memo of October, 1963, were replaced by the Departments of Classics and Anthropology. The Faculty of Education was represented by Educational Philosophy, Elementary and Secondary Education.²⁷

Instead of referring to Social Studies 30, Downey cited interest in a joint study of the Alberta Social Studies

²⁶ Personal Interview, March 15, 1972.

²⁷ Memo, Downey to A. Laycock, P. Smith, W. D. Gainer, et al., January 29, 1964.

Curriculum as the rationale for his invitation. From the outset the committee had a wide scope, crossing discipline lines but also levels of education from Grades I to XII.

Two days after Downey's invitation for the first meeting of an Interfaculty Committee, Berry informed the members of the Senior High School Social Studies Subcommittee that Armstrong's committee had been augmented by a small committee from the various social science disciplines to study the Social Studies 30 course.²⁸

Interfaculty Committee Meetings

During a time span of slightly less than a year the Interfaculty Committee met eight times. Three joint meetings with the Senior High School Social Studies Subcommittee were held. A close examination of the minutes showed the following developments.

First meeting. There was considerable agreement among the speakers in criticizing the present curriculum. What was needed were positive proposals for a better one. It was observed that the University might constitute a pressure group and that intelligent publicity directed both to teachers and to the general public might win support for a reasonable program.²⁹

²⁸ Minutes, Senior High School Social Studies Subcommittee, January 31, 1964.

²⁹ Minutes, Interfaculty Committee on the Social Studies, February 26, 1964.

Second meeting. The Arts Departments presented their proposals. T. Pocklington, Department of Political Economy, called for more realism and less idealism. C. S. Brant, Anthropology Department, remarked that it was more important to analyze data than to implant values. Downey, the chairman of the group, invited proposals for further action. He suggested that the group prepare a brief for presentation to the Senior High School Social Studies Subcommittee and the Senior High School Curriculum Committee. Berry thought that it would be wise to draw up a fully detailed proposal for a new curriculum. It was proposed and agreed upon that Downey and Wickenden, secretary of the group, should meet and draw up some guidelines for future activities of the group.³⁰

Third meeting. The group accepted a paper containing six basic questions about the social studies, formulated by Downey, as guides for future study. Evelyn Moore, Department of Elementary Education, asked and got explicit confirmation that social studies from Grade I on was the legitimate concern of the group. After it was pointed out that the Senior High School Curriculum Committee at its next meeting might approve a new Grade X course, it was decided to take immediate action. Downey, J. O. Fritz, Secondary Education, and Wickenden were delegated to prepare a letter for presentation to the Curriculum Committee to express the view of the group.³¹

³⁰Minutes, Interfaculty Committee, March 18, 1964.

³¹Minutes, Interfaculty Committee, April 15, 1964.

Provincial Curriculum Committee
Meetings

While the Interfaculty Committee was busily engaged in coming to some understanding on the basis of which proposals could be formulated and presented, the minutes of the provincial curriculum committees indicated an increasing impatience with the delay in the submission of university proposals.

Berry reported that Downey's University Study Committee had no definite view, as yet, but that it was concerned with the whole social studies program. Davy informed the meeting that the Armstrong Committee had held two preliminary meetings but that conflicting emphases were proposed by the History and Geography as well as by some of the other Departments.³²

As a result of a decision by the Interfaculty Committee to write a letter for presentation to the Senior High School Curriculum Committee, Wickenden wrote Dr. A.T. Elder, Faculty of Arts representative on the committee:

We have been given to understand that the Committee is about to consider specific proposals for new social studies courses to be instituted in the immediate future. We are sure you will agree that such proposals must have far-reaching effects on the entire social studies programme in the Province. We are anxious to have an opportunity to examine them before they are put into effect. Would you, as the representative of the University on the Senior High School Curriculum Committee, be willing to present our case to the Committee? It is our hope that the Committee will not take any action which would preclude other possibilities within the near future.³³

³² Minutes Senior High School Studies Subcommittee, March 20, 1972.

³³ Memo, Wickenden to Elder, April 15, 1964.

Berry explained the background of this request by explaining that the Committee had no connection with the Armstrong Committee to study Social Studies 30 in relation to matriculation requirements, although the two committees had interlocking memberships. He said that the letter was submitted primarily to give the university group a little more time. Watts pointed out that this letter presented a rather awkward situation with regards to channels of communication. The letter should have been addressed to the Joint Committee to coordinate High School and University Curriculum. The Committee then merely acknowledged that the letter was read and discussed informally but that it should have been referred to the Joint Committee.³⁴

Davy reported that a letter was sent by the President of the University to the Minister of Education, requesting one year's delay in the introduction of any major changes in the social studies.³⁵

H. T. Coutts, Dean of Education, remarked that in his opinion nothing had been done in social studies but a lot of patchwork. He felt it was time somebody took a good look at the whole social studies program in relation to our modern society. He then related the work of the University Committee, and hoped that this committee would not make any hasty commitments until the university committee had had

³⁴ Minutes, Senior High School Curriculum Committee, April 20/21, 1964.

³⁵ Minutes, Senior High School Social Studies Subcommittee, May 15, 1964.

time to present their recommendations. Watts countered by saying that the committee would be pleased to receive any suggestions the University would care to make.³⁶

Joint Meetings and Mutual Understanding

It was not until October, 1964, that meetings were resumed to deal with the development of social studies. Aoki had left his teaching position at Lethbridge and had joined the Department of Secondary Education at the University of Alberta. Downey had relinquished the chairmanship of the Interfaculty Committee to Berry.

On September 23, Watts was informed by the publisher that delivery of a revised edition was not possible for the 1965 year and that Lawrence's contract had been terminated. Watts stated that the Department was no longer committed beyond 1966 and the University had not come up with any concrete proposals. Therefore, there was no longer any obligation to delay revision of the Social Studies 30 course. Berry was urged to convey to Interfaculty Committee members the necessity for recommendations in the immediate future, if the University wished to have some influence in the revision work.³⁷

³⁶ Minutes, General Curriculum Committee, May 27, 1964.

³⁷ Minutes, Senior High School Social Studies Subcommittee, October 9, 1964.

Fourth meeting. Aoki was introduced as a new member. Berry chaired the meeting. The Armstrong Ad Hoc Committee had dissolved. It now appeared that the Interfaculty Committee could deal with provincial curriculum committees in the name of the University. Berry reported the urgency for action. Downey's idea to meet the Senior High School Subcommittee met with general approval. Berry undertook to arrange the meeting.³⁸

Fifth meeting. T. L. Powrie was introduced as the new representative of the Economics Department. It was moved by Downey and seconded by Aoki that the "social studies concept" be retained at the Grade XII level for the period of the next revision. Fritz supported the motion. It avoided the appearance of introducing major change. The motion carried unanimously. Aoki, Downey, Powrie, P. J. Smith, Geography Department, and Wickenden were named to the delegation to represent the Interfaculty Committee at its forthcoming meeting with the Senior High School Social Studies Subcommittee. Berry was a member of that committee but Aoki had ceased to be a member since joining the Faculty of Education. Downey suggested the preparation of a written statement for presentation to the Subcommittee. The delegates were charged with preparing such a statement in the name of the whole committee, subject to the committee's subsequent

³⁸Minutes, Interfaculty Committee, October 21, 1964.

criticism.³⁹

First joint meeting. Wickenden, spokesman for the Interfaculty Committee, presented a working paper for discussion purposes. In the exchange of views which followed, both groups gained a better insight into each other's problems and objectives. It was agreed by all that the afternoon session had been most profitable and conducive to further collaboration between the two groups.⁴⁰

Sixth meeting. Wickenden reported that the working paper presented to the provincial subcommittee had been well received. An outline of the proposed course was to be presented at the next meeting of the subcommittee.⁴¹

Downey wanted a unified social studies program for all Grade XII students. Differences between matriculation and non-matriculation students should lie in the classroom treatment of the course. He also recommended an introductory unit to show the methods and scope of the various social sciences. Smith and Powrie agreed to work on such a unit. It was recommended that the social studies personnel in the Department of Secondary Education work on preparing a tentative structure for the new course.⁴²

³⁹Minutes, Interfaculty Committee, November 13, 1964.

⁴⁰Minutes, Senior High School Social Studies Sub-committee, November 19, 1964.

⁴¹Minutes, Interfaculty Committee, December 1, 1964.

⁴²Ibid.

Second joint meeting. Wickenden, speaking on behalf of his group, proposed that the revised course concern itself with twentieth century world problems. The course would consist of four units: (1) World Patterns, (2) The Modern State, (3) International Relations, and (4) Value Systems. The committee was not too definite about the last unit. Watts expressed the view that the suggested outline envisaged quite a different learning experience as compared to previous content. Aoki stated that the objective had remained unchanged, namely to understand ourselves as Canadians in the world scene.⁴³

Seventh meeting. Smith and Powrie presented their proposed unit on population problems. It was emphatically approved. A discussion on values ended more or less inconclusively. Pocklington and others were to draw up a unit on world politics as soon as possible.⁴⁴

Eighth meeting. Brant and Pocklington were asked to prepare a draft unit dealing with values by January 30. Pocklington presented a unit on political and economic systems which he and Powrie had prepared. Aoki was asked to confer with Davy and to draft a fourth unit as soon as possible after the third unit would be ready.⁴⁵

⁴³ Minutes, Senior High School Social Studies Subcommittee, December 18, 1964.

⁴⁴ Minutes, Interfaculty Committee, December 8, 1964.

⁴⁵ Minutes, Interfaculty Committee, January 26, 1965.

Discussion centered on a brief prepared and submitted by members of the Faculty of Education. Downey pointed out the importance of demonstrating to the Subcommittee how Canadian material might be included in the new course. Berry and Wickenden would edit all the proposed units for the new course, revise the brief, and circulate the resulting document among members of the Interfaculty Committee and the Senior High School Social Studies Subcommittee well before the next meeting of that group.⁴⁶

Third joint meeting. Berry presented the revised brief as a "Working Paper" to the members of the Senior High School Social Studies Subcommittee. Downey commented on sections in the Working Paper. He proposed a single course, made sufficiently flexible by varying the depth and pace of presentation. Downey also stressed the need for bringing together the different disciplines in the Social Studies while retaining the structure of the respective disciplines. The latter could be done in either of two ways. One could move systematically from one field of study to another and from one corresponding mode of inquiry to another, or, one could adopt a case study or issues or problems approach. The latter approach was recommended.⁴⁷

⁴⁶ Ibid.

⁴⁷ Minutes, Senior High School Social Studies Subcommittee, February 8, 1965.

After the units of the proposed course had been discussed, Downey summed it all up by stating that the University views and materials had been presented as requested. The Interfaculty Committee could look again at the units, if asked to do so, and the University would assist with teacher preparation at a 1966 summer session. It was urgent to reach a decision in regard to the University Proposals and to expedite the preparation of materials, since University staff had commitments for the summer.⁴⁸

In his report to the Senior High School Curriculum Committee, L. G. Hall, chairman of the Senior High School Social Studies Subcommittee, stated that the expectations of the university representatives were in accord with what the Social Studies Subcommittee had suggested for Social Studies 33, that is a course in world and contemporary affairs on the international scene, social problems, and value concepts related to different cultures. It was his feeling that the course as outlined could be adapted to meet the needs of all students. In order to get material prepared in time for the introduction of the course in September 1966, the Subcommittee would like to secure permission to enter into negotiations with various publishers for material which would be suitable for this course as presented in the outline. On a motion by Hall, seconded by E. J. M. Church, Associate Director of Curriculum, the Committee then allowed the

⁴⁸ Ibid.

Subcommittee to enter into such negotiations.⁴⁹ Thus permission was granted for the preparation of programs for this new course. The Senior High School Curriculum Committee had approved the new course in principle.

Phase Two Findings

Actors and events. Downey, Berry and Wickenden were found to be the major actors during this phase. They were supported by people such as Aoki, Davy, Coutts, Powrie, Smith and Pocklington. Elder and the President of the University were involved as well in support of delaying major social studies revisions until the Interfaculty Committee could exert its influence.

The termination of Lawrence's contract and the fact that no revised edition would be available were two events that made immediate action mandatory. The demise of the Armstrong Ad Hoc Committee and the legitimization of the Interfaculty Committee were accompanied by a gradual increase in activity by members in the Department of Secondary Education. The meetings of the Interfaculty Committee and the Joint Meetings of this committee with the Senior High School Social Studies Subcommittee were productive in the creation of a plan for action. The first joint meeting on November 18 was crucial since it created a climate for further cooperation and interaction.

⁴⁹ Minutes, Senior High School Curriculum Committee, March 12, 1965.

Decisions. Wickenden decided to establish contact with Downey and Berry. The decision to recruit in the Arts Department and in the Faculty of Education laid the basis for the membership of the Interfaculty Committee. The alert by Davy in the fall of 1963 and by Berry one year later, generated actions that resulted in the History Department's Memorandum and the Secondary Education Department's Brief. The decision to retain the social studies concept was of great importance, as were the decisions to establish contact with the Senior High School Social Studies Subcommittee and to submit a proposed course outline. The making of policy decisions by Downey, Berry and Wickenden and the writing of programs by Powrie, Smith and others created a task division that facilitated the functioning of the Interfaculty Committee. The Department accepted the course outline.

Analysis. Two developments that grew out of this phase were an increasing influence exerted by the Faculty of Education and the acceptance of the University proposal and course outline by the Department of Education. The latter development was likely influenced by the former since Faculty of Education personnel were perceived to be in a position of leadership in this field:

University people, particularly in the Faculty of Education, were very influential. We got the best leadership from the Faculty of Education. I think that is because these were people who had been teachers, principals and superintendents. They were expert in their field. Members of other faculties were not really in their field. We got the best use of University people outside the Faculty of Education at the Grade XII

level. Here we would have to watch that they would not make this Grade XII course into a preliminary university course.⁵⁰

The success of the Interfaculty Committee could be partially attributed to the influence and prestige of its members, belonging to the Faculty of Education, but other factors also contributed. In accordance with criteria, established by the analytical framework, the following findings were deduced as contributing factors to this development.

First, there was the relevance of the issue. Since Grade XII Social Studies was the capstone, as it were, of the whole social studies program it was relevant to both high school social studies teachers, and university professors, particularly in the History Department. Interest among some of the latter was sufficiently high that they volunteered their time and services. This interest, for whatever motive, was conducive in increasing the attempt to exert leverage. Powrie gave the following reason for becoming involved:

Pocklington and I happened to be interested in human questions. My relationship with the Interfaculty Committee sprang from the fact that I was interested in the way that social studies could be done better. The traditional social studies was far too bland. It was not relevant. It painted the world in pink and glowing colours. What made social studies in high school so bland was the general unwillingness to accept the fact of human conflict whereas that is the exciting thing about social studies. It was not until I attended university that I discovered that social studies was

⁵⁰ A. B. Evenson, former Assistant Director of Curriculum, Personal Interview, April 7, 1972.

interesting. In a sense that discovery made me evangelical about it.⁵¹

To Wickenden, the lack of presenting an alternative on the part of the University was remedied by the Interfaculty Committee:

Before our committee got going, nobody at the University had really presented an alternative. There had been criticisms but there was a lack of alternatives presented. Where you criticize with an alternative you can often get the alternative through.⁵²

A second factor of importance was that the actors possessed resources which enabled them to influence others. Faculty of Arts people possessed competence in the content and structure of their specific disciplines; Faculty of Education people were adapt in the transmission of this knowledge to students. In addition to Wickenden's observation cited above, Davy remarked:

A fairly good grasp of the issues and a background of the evidence is always important to influence. The other is what I would call agressive diplomacy. That is not a contradiction in terms. You have a point of view that you do want to put forward, but you do it in such a way that it does not offend those whose point of view may be different from yours.⁵³

Another resource that the Interfaculty Committee members possessed was a certain measure of freedom and flexibility that the Senior High School Subcommittee members did not have:

⁵¹Personal Interview, April 6, 1972.

⁵²Personal Interview, March 24, 1972.

⁵³Personal Interview, March 31, 1972.

The Faculty Committee took a more creative role than the Subcommittee in putting forward more actual suggestions. The Subcommittee's role seemed to be more of a critic, making suggestions for modifications. The Interfaculty Committee was more of a brainstorming think-tank kind of committee. It operated without the responsibility of taking decisions which of course the government committee had to do.⁵⁴

A resource that gave the university potential leverage, although it was not used that often, was its prerogative to set entrance requirement standards. Thus many factors contributed to its influence.

A third and final consideration for the influence of the Interfaculty Committee was Downey's leadership and Berry's communication. As a former high school inspector, a member of two provincial curriculum committees, the Subcommittee and the Senior High School Curriculum Committee, as well as a member and chairman of the Interfaculty Committee, Berry was in a position to play a pivotal role.

The similarity in outlook in regard to the interdisciplinary approach and the objective of teaching the social studies in the high school that existed between Downey and those in the Department of Education is exemplified in the following statements:

Byrne, as an ex-officio member, exerted subtle influence in curriculum deliberations. There had been a lot of pseudo-Deweyism in Alberta. The time was ripe for a change. I tried to set the Dewey record straight. I was after a re-definition and so were Byrne and Aoki.⁵⁵

⁵⁴Powrie, Personal Interview, April 6, 1972.

⁵⁵Downey, Personal Interview, March 15, 1972.

Byrne and I were process-oriented. We went for the social problems approach. Learning was to be more instrumental. In the University social studies was discipline-oriented, whereas this was not so in the high school.⁵⁶

There was a gradual shift from an emphasis on a historical background to one of problem orientation. The proposal that the university people submitted showed that they had an interest in societal problems and were closer to what our Subcommittee thought.⁵⁷

The relevance of the issue to the members of the Interfaculty Committee and the resources they possessed provided potential leverage. Linkages and a similar outlook among influentials of the Interfaculty Committee and the Department of Education contributed to the acceptance of the general structure of the new course as recommended by the University Committee. This structure was really the nucleus of the new social studies course. From here on, it became a matter of routine implementation.

III. FROM DESIGN TO IMPLEMENTATION: AUTHORIZATION, REVISION AND INTRODUCTION

The fact that a new Social Studies 30 course had been designed and approved in principle did not automatically mean that the course could become operative by the beginning of September 1966. The exploratory phase had ended but the operative phase of program writing had all but begun. This section deals with the search for program writers, the

⁵⁶ Church, Personal Interview, March 24, 1972.

⁵⁷ L. G. Hall, Personal Interview, March 27, 1972.

endorsation of the programs and their evaluation, the revision of such programs and their eventual introduction in the province's schools. As may be seen from the following pages, a combination of factors accounted for a considerable time lag between the initial endorsation of the design of the new course and the final approval of the actual content and methodology.

From Proposal to Program

Reaction to the University proposal came from the teachers in the field as well as from teacher members on the Senior High School Social Studies Subcommittee. Mix reported on a meeting that had been called by Bliss, Director of Secondary Curriculum with the Edmonton Public School Board. At this meeting Bliss and the Edmonton Social Studies coordinators had studied the University outline and agreed that a further study of the submission would be made at the ATA Social Studies Council meeting at Easter 1965 in Red Deer. Mix had become somewhat alarmed at the approach to the basic aims and objectives of social studies as a result of this meeting. He wondered about the place of history in a course with a sociology-anthropology oriented basis.⁵⁸

Berry, who had attended the Red Deer meeting, reported that Downey had presented the University Working Paper to the Conference for discussion. It had met with a

⁵⁸ Minutes, Senior High School Social Studies Subcommittee, March 22, 1965.

favourable response. Watts reminded the committee that these proposals were not for public consideration and that the proposals were not the final form of the course. Therefore, it was unfortunate that this had been assumed, and that comments, critical or otherwise, had been directed at this material.

Watts reported that he had met with Downey, Berry and McNeille, of Clarke Irwin Publishers, and outlined a tentative schedule of publication of material. Illustrations would be deleted to provide flexibility for modification after the first year's use, before the final format was approved. The publisher would make his own arrangements with the authors. Downey would serve as Senior Editor with Berry, Smith and other members of the Interfaculty Committee acting as authors for the various units.

Berry reported that the deadlines could not be met but that it was imperative that new material was available for September 1966, since the present book was being reprinted for one year only.⁵⁹

During the summer, the mobility of university personnel caused a delay in plans. Other ways had to be found to get material written and have it publicized; only Smith provided the content expected and had his first draft approved by the Subcommittee. Powrie replaced Davy as the university representative on the Committee.

⁵⁹ Minutes, Senior High School Social Studies Subcommittee, May 3, 1965.

Berry had not received any communication from Clarke Irwin. With Downey's departure to the University of British Columbia, the original project had to be terminated. Since neither Smith nor Berry had any commitments to Clarke Irwin Publishing Co., and since Dent Publishing Co. had arranged for the services of Professors R. Carswell and W. Gandy from the University of Calgary, it was possible that they would also secure the services of Smith and Berry. Watts would contact Skinner, Vice-President and Sales Director of Dent Publishing Company.⁶⁰

With Gandy's departure to Philadelphia and the lack of progress by Carswell, the pace slowed down once more. Dent had contacted Powrie to do the unit on Comparative Political and Economic Systems. Upon an examination of the material by Smith and Berry, the Subcommittee felt that the unit by Smith could become too long and that Berry's material was difficult for students to understand.⁶¹

A whole meeting was spent on material submitted by the four writers, Smith, Gandy, Powrie and Berry, to the Senior High School Social Studies Subcommittee. Gandy's material was considered to be inadequate and fear was expressed that time pressure made it necessary to look for another author or another book.⁶²

⁶⁰Minutes, Provincial Senior High School Subcommittee, June 28, 1965.

⁶¹Minutes, Provincial Senior High School Subcommittee, September 17, 1965.

⁶²Minutes, Provincial Senior High School Subcommittee, October 15, 1965.

The last meeting of the Subcommittee in 1965 was devoted to an examination of materials for the new Social Studies 30 course. All second drafts would have to be in the hands of the publisher early in the New Year to be available in September 1966. Otherwise the old course would have to remain in use with new material limited to pilot classes. The possibility that Gandy's unit had to be abandoned was raised. Chapters I and V of Berry's Core Book were approved for inclusion in the new course as was the work by Powrie. The Senior High School Social Studies Subcommittee decided to order fifteen hundred copies of the new course for use in twenty-five pilot classes, in 1966, provided material was approved by the subcommittee by February 15, with the authors' deadline set for January 31.⁶³

A letter by L. G. Hall to Dent Publishers implied that the Subcommittee, while conceding improvement in the latest contribution by Gandy, were not favourably impressed toward acceptance of his work. Hall made mention of the writing by J. S. Campsie, Staff Editor at Dent, in relation to the unit on International Affairs and encouraged him to pursue his writing for further consideration.⁶⁴

With the beginning of 1966, the minutes of the subcommittee no longer made any reference to Gandy. Instead,

⁶³ Minutes, Senior High School Social Studies Subcommittee, November 29, 1965.

⁶⁴ L. G. Hall to R. B. Britton-Foster, Editor, Dent & Sons, December 30, 1965.

Campsie's name was from here on mentioned in relation to material submitted for unit III. This was not the only change for the Senior High School Social Studies Subcommittee that year. Berry was appointed Head of the Secondary Education Department, Faculty of Education, and resigned from the Subcommittee's membership. He was replaced by Aoki. Hall was appointed Director of School Administration, Department of Education. S. N. Odynak on leave from the Department to teach at the University of Calgary, was to replace him as chairman, commencing late in the fall of that year.

The cost of experimental copies had increased to such an extent that instead of fifteen hundred the scope of the experimental program had to be curtailed. The subcommittee decided to order five hundred copies of the new Social Studies 30 course instead, using four hundred to place in classrooms and one hundred for the work with teachers. The committee also decided to alternate units and to involve general diploma students as well as matriculation students in the experimental work. Campsie was requested to go ahead with writing the unit. Powrie's draft was accepted for Unit II.⁶⁵

A schedule for evaluation of the four units was set. There were to be eleven pilot classes, four diploma and seven matriculation classes, with unit rotation. Five of

⁶⁵ Minutes, Senior High School Social Studies Subcommittee, February 23, 1966.

those were in Edmonton, four public and one separate school, with a similar arrangement in Calgary. One other public matriculation pilot class was Brown's class in Wetaskiwin. All comments and questionnaires were to be sent to Odynak during the fall. The committee decided to send letters to the eleven teachers involved in pilot classes informing them of their appointment and providing them with evaluation sheets. All teacher members of the committee, Mix, Liesemer, Belkin and Brown participated as pilot teachers.⁶⁶

The ATA Social Studies Council had set up committees in Edmonton, Calgary and the Peace River area to study the new Social Studies 30 and to present recommendations to the Subcommittee. Bliss and the Edmonton coordinators requested postponement of the new course to September 1968. Their main objection was a time lag for sufficient experimentation and the university-oriented style and content of the new course.

A conference held in Regina in June 1966 to provide the basis for a common social studies course for Western Canada met with no success. A Coordinating Committee in Alberta had achieved some articulation among the three public school levels.

Preliminary reports from pilot classes were given by Mix, Liesemer and Brown. The Subcommittee decided to

⁶⁶ Minutes, Senior High School Social Studies Subcommittee, May 30, 1966.

recommend to the Senior High School Curriculum Committee that the revised course be authorized for September 1967 for matriculation students and as an alternative to the present course for general diploma students. Powrie, being one of the authors, abstained from voting.⁶⁷

Despite the vigorous opposition of Bliss, the Senior High School Curriculum Committee accepted the new Social Studies 30 course for authorization in September 1967 for a period of three years with the understanding that continuous reappraisal and revision would take place. Bliss and Berry abstained.⁶⁸

The Need for Revisions

There were two kinds of revision the need for which became apparent during the 1966-67 school year. One was a growing awareness of the need for a revision of the total senior high school social studies program, if not the complete program from Grade I to Grade XII. The other was a revision of a unit of the new Social Studies 30 program. The former was to have an impact on the development of Alberta social studies in general and the calling of the June 1967 Conference in particular. The latter influenced the content of part of the Social Studies 30 course. This development

⁶⁷ Minutes, Senior High School Social Studies, Subcommittee, October 21, 1966.

⁶⁸ Minutes, Senior High School Curriculum Committee, October 31/November 1, 1966.

was included in some detail to indicate the influence of some sources on curriculum development at relatively short notice.

General revision. Bliss was not only dissatisfied with the new Social Studies 30 course but also with the Social Studies 10 and 20 courses as they were at present. Social Studies 10, with its emphasis on Ancient History, was not suitable for the majority of students. Social Studies 20 was designed only for matriculation students. Hence, he felt that new courses 13, 23 and 33 should be designed for non-matriculation students. Watts pointed out that the Subcommittee had been working within the framework presented by the Programming Committee and approved several years ago. It was then decided to design a Social Studies 10 course required of all students in high school. Discussion followed as to whether or not the Subcommittee should be directed to revise Social Studies 10 and 20. The minutes showed how Watts dealt with the situation that had now arisen:

The chairman expressed the view that it appeared to him that the discussion indicated not only dissatisfaction with the program, but there seemed to be uncertainty and lack of information with respect to it. He felt no decision should be made until all members were acquainted with the philosophy of the program and its structure and suggested that further discussion be postponed until the chairman of the Subcommittee prepared a statement on the philosophy and structure of the program at the next meeting.⁶⁹

⁶⁹ Ibid.

Odynak agreed to do this with the assistance of Hall, previous chairman of the Subcommittee. At the next meeting Odynak informed the Curriculum Committee that a Social Studies Workshop for Grades I to XII was being planned for the summer, but he made no statement on the philosophy of the social studies program.⁷⁰ Pressed for such a statement at a subsequent meeting, Odynak replied that the Department was sponsoring an Alberta Conference on the Social Studies for Grades I to XII. Its theme was to be "A Rationale for Social Studies in this Province." The participants would try to set up a philosophy at that time.⁷¹

The matter of a general revision, raised in the Senior High School Curriculum Committee, was therefore delayed until after the philosophy and structure of the Alberta social studies had been examined. The subcommittee discussed the matter briefly. Two questions that were raised in that connection were an indication of what was to come. One dealt with teaching traditional values or the examination of values. The other was whether to introduce new social studies courses or to extend social science electives. The revision of the new Social Studies 30, in the light of information received from various sources, preoccupied the members of the

⁷⁰ Minutes, Senior High School Curriculum Committee, March 17, 1967.

⁷¹ Minutes, Senior High School Curriculum Committee, May 11/12, 1967.

subcommittee too much to be able to spend much attention to a general revision of the whole senior social studies program.⁷²

Specific revisions. The Department received considerable reaction from teachers regarding revision of the new course. F. Sproule, Chairman of the ATA Social Studies Council, forwarded a brief on behalf of the Provincial Executive of this Council. Aside from praising Berry's Chapter I for bringing out the need for developing skills in the inquiry approach and for recognizing value judgments, the brief was rather critical:

We are obliged to conclude that the booklets by Powrie, Smith and Campsie do little more than pay lip-service to the approaches advocated in Berry's booklet. On this ground alone we recommend that unless the authors can make sweeping revisions in the short time available to them, that the implementation of the new course be delayed until such time as satisfactory revisions can be completed.⁷³

The Subcommittee discussed the several criticisms that had been received. Watts had written Skinner advising him that authorization was for three years with continued study for revision of material in 1970. Members approved the arrangements that Watts had made with the Publisher's Vice-President and Sales Director. Suggestions for handling

⁷² Minutes, Senior High School Social Studies Subcommittee, November 16, 1966.

⁷³ Brief on the Experimental Course in Social Studies, Executive of the ATA Social Studies Council, December 10, 1966.

the new course were to be included in the Curriculum Guide. The teacher members of the group and Aoki would prepare statements for this purpose for the next meeting.⁷⁴

The Subcommittee met three more times in 1967. The Curriculum Guide, that was to be dealt with during the first of those meetings, could not be dealt with until the third and last meeting because of revisions that had to be decided upon. One of those specific revisions related to Berry's Chapter V on values:

Correspondence dealing with the questions raised by the Edmonton Separate School System regarding the treatment of values in Dr. Berry's book was discussed. Mr. Watts, Dr. Church, Dr. Odynak and Dr. Berry considered these and agreed to some changes in the content but not on modification of procedures. It was agreed by the subcommittee that we approve the letter of January 18 to Mr. Campsie and that further revisions and suggestions made by Mr. Campsie be incorporated into Chapter V.⁷⁵

An examination of this letter and previous correspondence related to this issue provided an opportunity to trace another kind of influence, that at an opportune time could be exerted on curriculum development. The following information, distilled from letters written in connection with the case, showed what took place.

H. A. MacNeil, Superintendent of the Edmonton Separate School System, had submitted eight statements from Berry's chapter V on values with which he took issue. Watts

⁷⁴ Minutes, Senior High School Social Studies Subcommittee, December 16, 1966.

⁷⁵ Minutes, Senior High School Social Studies Subcommittee, January 23, 1967.

cited these statements in a letter to Skinner and commented:

The above criticisms are based on the experimental edition which was provided to us last summer. You will recall that at the request of the subcommittee Dr. Berry agreed to revise his manuscript, especially Chapter 5, to present as far as possible an unbiased point of view, a view that would be sufficiently objective that it would not offend religious groups, philosophers supporting idealism or those who might be called pragmatic naturalists.

We had a discussion with Dr. Berry this morning and he has agreed to re-examine his revision of Chapter 5 in the light of these criticisms. It occurs to us that it might be well, however, for your own editors to examine the chapter carefully in the light of these criticisms and perhaps even to have it discretely and informally checked by a person especially qualified in the field of philosophy and religion.⁷⁶

Watts sent a copy of this letter to Berry and to Odynak. Berry received a three-page letter from Campsie, Dent's Staff Editor, accompanied by three pages of comments for revision purposes. A copy was sent to Watts.

Campsie began his letter by stating explicitly that he sent his criticisms at the request of Watts, while at the same time expressing his diffidence because in the end it was the members of Subcommittee, not the editor, who were to decide on the content of the course. Disclaiming any qualifications in sociology, while having an M.A. degree in philosophy, Campsie wrote:

The argument of Chapter 5, as the two opening sentences imply, moves largely in the realm of belief and opinion. As such, it seems to me strongly to reflect one particular philosophical viewpoint, which

⁷⁶Copy of a letter by Watts to Skinner, December 29, 1966, as found in the Interfaculty Committee File.

in general is humanist, pragmatist, and relativist. Though you do take note, here and there, of the existence of other viewpoints, these references are on the whole perfunctory, and there is no attempt to indicate the ground on which views other than your own are held.

The discovery that some values are relative cannot be made the basis for a dogmatic assertion that "values are relative."

Because of the complexity of this whole question of values, I think that any approach to a particular answer, or viewpoint, within this limited compass, would be bound to be dogmatic. That is why I suggested that the early part of Chapter 5 might be devoted to indicating the general nature and extent of some of the major problems concerning value, and the general kind of argument on which the different positions are based.

In a society in which the majority of people (I would judge) still subscribe to a revealed religion, a discussion which treats religion purely as a socio-logical phenomenon, and does not even touch on the topic of revelation, will probably not be thought adequate.⁷⁷

Watts drafted a letter to be sent to Campsie, the sending of which was endorsed by the Subcommittee, (page 78). The following passages from this draft indicated how Watts had decided to deal with this rather delicate issue. The approval of the draft letter, by the members of the Subcommittee, was an indication of a majority support by committee members for the stand taken by Watts. Among other things, Watts remarked:

Your comments on most points also reflect my personal views. Perhaps a rewriting of certain passages might produce a presentation less subject to criticism.

Not many members of the subcommittee have an extensive background in recent thinking in philosophy . . . I am confident, however, they would wish the idealistic viewpoint given as adequate a treatment as the naturalistic viewpoint.

⁷⁷ Copy of a letter by Campsie to Berry, January 9, 1967, as found in the Interfaculty Committee File.

I think the members of the subcommittee are appreciative of the fact that Dr. Berry has undertaken a task that is a difficult one, especially since a discussion of values at a level suitable for the average Grade XII student in the public school system in an authorized textbook has no precedent in this country as far as I am aware. Although Dr. Berry has sincerely tried to produce an unbiased statement it is almost impossible for anyone to write in such a field without providing clues to his basic point of view. For this reason I think it is advisable for a person like yourself to examine the manuscript and, if it is possible to do so, to revise and add to those sections which fail to give an adequate presentation of the idealistic point of view.

I have discussed this letter with the members of the subcommittee and also with Dr. Berry. Dr. Berry assures me that he would not object to revisions or additions that could be smoothly integrated with his text; he accepts the desirability of an objective presentation of both the naturalistic and idealistic viewpoints. The members of the subcommittee would greatly appreciate your undertaking the revision with this purpose in mind. If you will do so they will leave the matter in your hands.⁷⁸

This extensive investigation of the above specific revision was undertaken to indicate how various persons and factors influenced curriculum development. The rest of the meeting was spent on the revision of Campsie's material for Unit III.

Odynak reported to the Senior High School Curriculum Committee that the Senior High School Social Studies Subcommittee found that all its time was taken up with the revision of the proposed text books for Social Studies 30. The work had been completed and the texts were now being published.⁷⁹

⁷⁸Copy of a draft letter by Watts to Campsie, January 18, 1967.

⁷⁹Report of the Social Studies Subcommittee to the Senior High School Curriculum Committee, March 17, 1967.

A joint meeting of the Subcommittee with pilot teachers of the new course and with Bliss and L. Petersen, representing the Edmonton and Calgary Public School Systems respectively, was completely utilized for the presentation of evaluation comments, an interchange of ideas, and a discussion of the curriculum guide. Odynak summed up the discussion and stated:

The course is well received. Teachers will need ingenuity and guidance; possibly some workshops will be necessary. A major change in methodology is imperative.⁸⁰

Bliss still opposed the introduction of the new course. He listed two further arguments against the course in addition to those he had previously cited (page 76). One was that the general teaching body would not be prepared to handle the course adequately since its approach was unfamiliar. Another reason was its lengthiness.

Aoki observed that the high school should be concerned with general education; involvement with matriculation interfered with this purpose. The inquiry approach should permeate all levels; it was too late to start in Grade XII. He too wondered whether less capable teachers would be able to cope with the task, since pilot classes had been under the direction of a selected group of teachers.⁸¹

⁸⁰ Minutes, Senior High School Social Studies Subcommittee, April 21, 1967.

⁸¹ Ibid.

Brown pointed out that the inductive approach went hand in hand with problem solving, but that this had to be identified for teachers. In his opinion, teachers would have the most trouble with problem solving, the inductive approach, and the normative aspects of the course.⁸²

Subcommittee members would be responsible for structuring the outline of the Curriculum Guide and would call on teachers, who taught the course, for assistance. Aoki agreed to write the introduction, objectives, theme, and problems approach of the new course.⁸³ Wiggins, Elhard and Belkin would write the section on the organization of the new course.⁸⁴ Brown, Mix and Liesemer would outline the three units respectively.⁸⁵

Watts reported on the publication of material. The work of Berry and Smith would be available in June and that of Powrie and Campsie by October. The Curriculum Guide would be ready in August. Drafts for the Guide were discussed and with a few modifications approved. Aoki and Mix agreed to edit the material for the Curriculum Guide for the end of the month.⁸⁶

⁸² Ibid.

⁸³ Cf. pages 106-108, Senior High School Curriculum Guide for Social Studies 10, 20 and 30 (Interim), Alberta Government, Department of Education, 1967.

⁸⁴ Cf. page 109.

⁸⁵ Cf. pages 110, 111 and 112 respectively.

⁸⁶ Minutes, Senior High School Social Studies Subcommittee, May 16, 1967.

The new course had been approved in principle in March 1965 and authorized at the October 31/November 1 1966 meeting. Textual material, both relating to course content and the Curriculum Guide, was virtually completed. The phase of program writing and initial evaluation had come to an end. Except for Odynak and Belkin, others would take their seat on a new subcommittee after the summer of 1967.

The completion of Phase Three also marked the end of an era in the development of social studies in Alberta. Watts, Mix and Liesemer after serving the Department of Education for many years were about to retire. A conference to chart a new path for social studies development in Alberta had been planned. It would continue and expand what the new Social Studies, as exemplified in Social Studies 30, was just beginning to do.

Phase Three Findings

Actors and events. For a brief time Downey and Davy were active. Berry and Hall continued to figure prominently, but Aoki and Odynak were on the rise. Bliss, Sproule, several pilot teachers and writers were involved. In addition to Berry, Powrie and Smith the name of Campsie started to appear. Watts continued to play an important role. MacNeil had an impact on revision of some of the content.

The mobility of university professors and the deadlines for publication were events that influenced developments.

Cost and time factors were prohibitive in that they imposed constraints on the evaluation program of the experimental materials.

Decisions. The major decision was taken at the October 31/November 1, 1966 meeting of the Senior High School Committee with the authorization of the new Social Studies 30 course for implementation in September 1967. Other decisions of importance were the approval of materials, the appointment of pilot teachers, and deliberations with publishers. The latter were in the hands of the Director of Curriculum, usually in consultation with the chairman of the Subcommittee. The decision to evaluate the new course by such diverse groups as the Department itself, the ATA Social Studies Council Executive, and the Superintendent of the Edmonton Separate School System, as well as by many others provided much needed feedback. The decision to delay revision of Social Studies 10 and 20 until the philosophy and the structure of the social studies program had been outlined was a major non-decision on the part of Watts (page 76). It was partially instrumental for calling the June 1967 Conference.

Analysis. Watts remained strong on protocol. His displeasure with Downey's discussion of the University proposals in Red Deer illustrated this. He was furthermore keenly aware of pressures for change. His quick reaction to the MacNeil critique betrayed a political sensitivity as

well as his ability to influence the course of events in the direction he perceived to be necessary.

In response to a question as to what personal and educational philosophies had been instrumental in the development of the new Social Studies 30, Watts wrote:

I think members of the subcommittee reflected to a considerable extent current professional literature in the social sciences and the social studies. Their personal life philosophies ranged from naturalism to idealism. I called myself a Christian idealist. I opposed the view, espoused by some writers on social studies, that it was a proper function of the school to attempt to modify society to accord with the views of educators. I think most of the members agreed.⁸⁷

Powrie was one of the members on the Subcommittee who agreed with Watts on that point. Asked what issues, if any, influenced curriculum development and caused some polarization, he replied:

I cannot really remember any significant issues. There was a discussion on Berry's book. I was taking a side in opposition to his book. He made a mistake in writing up a script of philosophical views. Now there was feedback from the Catholic School System and properly so. I was surprised that they were the only ones to pick it up. So there was discussion but not that much since there was agreement that his was a mistake. I didn't perceive any prolonged disagreement when I was there.⁸⁸

The influence of Watts, although not as easily to be ascertained from documentary data, was apparently pervasive. Berry commented:

⁸⁷ Based on personal correspondence between Watts and the writer, April 11, 1972.

⁸⁸ Personal Interview, April 6, 1972.

Watts was a powerful giant. Academics did not trust Watts very much. He had just a B.A. However, big shot scholars do not always make big shot politicians. Watts was a masterful chairman. He knew how to outwait people and how long to let an argument run. They have no longer the same giants of the calibre of Watts nor do they have the same suave diplomacy Watts had. Curriculum development under Watts could be considered a political affair in that he did the expedient.⁸⁹

Bliss stated that Watts controlled curriculum.⁹⁰

Byrne had this to say about Watts:

Those who knew him realized that this man wanted to exert power and that he was very astute in his method of exercising power. Intellectually he would agree with me in that we ought to give teachers more freedom within the leadership area of curriculum decentralization, but you never knew when he would break out of this and do something which tended to fasten a structure or procedure or method . . . We had very sharp differences of view. His were pretty authoritarian, in a sense, in that he wanted to shape society. He brought a talent of organization which he used in a remarkable way.⁹¹

Church called Watts a master in being able to get his own way in focussing arguments.⁹² On the basis of these and other responses it was concluded that Watts was perceived to be a strong leader by friend and foe alike. This fact, in addition to his position as the Director of Curriculum, gave Watts a potential leverage that was hard to be matched by anyone except for the Minister, Deputy Minister and Chief Superintendent of Schools.

The presence of Berry, Aoki and Powrie as members of the Interfaculty Committee on the Senior High School

⁸⁹Personal Interviews, January, March and June 1972.

⁹⁰Personal Interview, March 13, 1972.

⁹¹Personal Interview, April 17, 1972.

⁹²Personal Interview, March 24, 1972.

Social Studies Subcommittee assured a continuation of influence of university people on the development of the Social Studies 30 course. University members had a potential leverage because of their academic expertise in Grade XII social studies content or in teacher education. Where Downey was primarily an idea man, Berry and Aoki wrote curriculum guides and had much to do with editing material for the new program. Respondents mentioned Aoki and Berry more frequently than any others as having had much influence on the course of events. With Berry moving into administration and Aoki joining the Faculty of Education, the latter became increasingly important.

Odynak gave Aoki and Downey credit for spearheading the Social Studies 30 revision.⁹³ Downey mentioned Aoki as having been influential in social studies curriculum development as well as in teaching:

Aoki had an influence. Even as a classroom teacher, he was influential. That is the reason that I went after him for the Faculty of Education.⁹⁴

Aoki was also on the Provincial Executive of the ATA Social Studies Council. He was, therefore, in close contact with the field. The fact that he wrote the major part of the Curriculum Guide was another indication of his influence.

⁹³Personal Interview, January 11, 1972.

⁹⁴Personal Interview, March 15, 1972.

The influence of Bliss was insufficient to block or delay the introduction of the new course. It was, however, conducive to an increased awareness of the necessity to reexamine the rationale for the social studies.

MacNeil exerted an influence on curriculum development that resulted in a modification of part of the content of the proposed course. Two factors accounted for that. One was timing, the other representation. His criticism came at the opportune time between the printing of experimental and final editions of the program. MacNeil, in his capacity of Superintendent of a large urban separate school system was perceived to represent the Roman Catholic viewpoint. It was politically unwise to ignore such a large segment of the general public. Furthermore, the fact that the Director of Curriculum and others on the Subcommittee were essentially in agreement with the substance of MacNeil's criticism contributed to the effectiveness of his influence.

In summary then, it was found that at the Department Watts and Odynak were of major importance in the decision to revise and authorize the new course. Berry continued to exert considerable influence, while Aoki became increasingly influential. Reactions from pilot teachers were generally favourable, but it must be remembered that one third of them were on the Senior High School Social Studies Subcommittee. As such they were atypical of the provincial teaching force. Despite opposition from a school system and the ATA Social Studies Council Executive, as exemplified by the actions

of Bliss and Sproule, the new course was finally authorized for implementation in the Province's schools for September 1967. After four years of development, Alberta had a new Social Studies 30.

IV. CHAPTER SUMMARY

The development of the new Social Studies 30 was subdivided into three phases. The background of events that led to the initiation of the new course was described and analyzed in Phase One. An account of the development and acceptance of proposals was presented in Phase Two. Phase Three dealt with the translation of these proposals into programs of action. At the end of each phase important actors and influential factors were identified. Major decision points were described and analyzed. This was done in terms of leverage and in the context of environmental factors.

Three centres of influence were identified. They were the Department of Education, the University of Alberta and the teaching force. The latter included practising teachers and administrators. Throughout the three phases, the actors at the Department and the University appeared to be most influential. Some influence was exerted by the teachers but it was, as yet, of minor significance compared to that of the two other spheres of interest.

The Faculty of Education, particularly the Department of Secondary Education, became increasingly influential.

Once cooperation between the University and the Department was achieved, the development of programs for a new Social Studies 30 was assured. The work of the Interfaculty Committee enabled the emergence of a program that was acceptable both to the Department and the University community at large. In this connection the names of Downey, Wickenden, Berry, Aoki and Powrie loomed large as of prime importance in this unique phase of university involvement.

The adoption of the social studies concept and the problems approach by the university group were in line with current thinking at the Department of Education as exemplified by Byrne and Hall. Church and Odynak shared their preference for an interdisciplinary approach to the social studies with inquiry into current problems as its overriding theme.

Finally, it was concluded that Watts was essentially in agreement with the new course, as long as it presented both the idealistic and naturalistic points of view. One close observer of Watts put it this way:

In a way Watts was of much influence in Social Studies 30 in that he entertained it and pushed it. In many ways Watts was a Byrne's man with a problem approach.⁹⁵

⁹⁵Aoki, Personal Interview, March 27, 1972.

CHAPTER V

THE MANDATE TO PROCEED: A RATIONALE, RECOMMENDATIONS AND PROPOSALS FOR REFORM

The two-year period from 1967 to 1969 was of decisive importance for the development of the Alberta social studies. Three major factors accounted for this importance. The first was the Alberta Conference on the Social Studies. The second was the re-activation of Coordinating Committees and the influence they exerted. The third was a changing environment. The latter provided a context within which the former two developments did occur and without which these developments would be less comprehensible.

This chapter attempts to describe and analyze the two developments cited above within the context of this changing environment. Thus the first section pertains to those events that related to the calling of the Conference, its proceedings and its immediate outcome. The second section accounts for those events that started with an examination of the outcome of the Conference, and ended with a final proposal, on the basis of which a social studies program could be structured in accordance with this outcome. The first section covers a phase starting during the latter part of 1966, and culminating in the summer of 1967.

The second section deals with a phase, commencing in the fall of 1967 and ending by the end of 1968. Each phase is further subdivided into subsections, with each subsection relating to a particular development within each of the two phases.

I. THE 1967 CONFERENCE

Prelude to the Conference

The previous chapter indicated that the idea of having a conference supplanted the formation of a statement on the philosophy and structure of the social studies program. The Social Studies 30 revision was a step in the direction of a new social studies program, but it was only a first step. Once this step had been taken a general awareness arose that this needed to be followed up. Bliss, Aoki and others had earlier referred to a patchwork. What was needed was more encompassing.

J. S. T. Hrabi, who by the end of the summer would succeed Watts as Director of Curriculum, saw it this way:

We perceived a general dissatisfaction. An overall approach rather than a piecemeal approach was needed. Watts crystallized this thinking. I had an idea of a Conference. A budget was set aside. This Conference was indeed a watershed in the development of the new social studies.¹

The need for integration across levels of education and across provincial boundaries had been of concern to the Alberta Department of Education. Watts was instrumental

¹Personal Interview, March 13, 1972.

in initiating a Coordinating Committee, for the purpose of greater articulation among school levels and between the Department of Education and School Systems. The growth of large urban school systems, ATA Specialist Councils, and administrative changes in Edmonton and Calgary had made coordination desirable.² The Regina Conference of June 1966, at which an attempt was made to a closer coordination of social studies programs among the four Western provinces, had come to naught with only the Alberta delegates in a position to act on behalf of their government.³

Two other developments, that may have precipitated or accelerated the calling of the Conference, were the submission of the ATA Executive Social Studies Council brief in December 1966, and the decision of this Council to set aside 1967-68 as a year in which to develop and recommend to the proper authorities a social studies curriculum framework from Grade I to XII.⁴

Aoki, who was on friendly terms with Odynak, had been chiding him that it was about time the Department set some funds aside to get some solid work done in the field of Social Studies.⁵ It was one of Watts' final tasks in education to allocate those funds and make the conference

²Minutes Senior High School Social Studies Subcommittee, November 19/20, 1964.

³Minutes, Senior High School Social Studies Subcommittee, October 21, 1966.

⁴Minutes ATA Social Studies Council Executive Meeting, March 17, 1967.

⁵Personal Interview, March 27, 1972.

possible.

Preparation for the Conference

Watts and Hrabi put enough funds in the budget to have a major conference. Watts approached Odynak to organize the conference, to chair it, to budget for it, and to set up a planning committee. Odynak gave the following account of the planning process:

I formed a planning committee consisting of the chairmen of the three social studies subcommittees. Harold Hall was the chairman of the Elementary Subcommittee, Theo Finn of the Junior High Subcommittee and I was in charge of the Senior High Subcommittee. Aoki was appointed in loco Odynak. Ken Bride of the ATA joined later.

Four persons were contacted to be the outside resource person. They were Hilda Taba, Edwin Fenton, Irving Morrisett and Byron Massialas in that order. The first three were unable to come because of prior commitments. Massialas, no stranger to Alberta, agreed to come.

The conference audience was the result of an 'expanding effect,' a 'domino theory' if you wish. Each individual participant was handpicked by the planning committee. At least one member on the committee was acquainted with the invitee and convinced that whoever was invited would have an effect on someone else.⁶

Conference participants. The twenty participants who were invited represented the Department of Education, The University of Alberta and the University of Calgary, Educational Administrators, and Department Heads or Social Studies Coordinators. The lay public was not invited.

⁶Personal Interview, January 11, 1972.

Conference coordinators. The six coordinators provided a broad spectrum of three major spheres of interest, the University, the School Systems, and the ATA. Aoki, Finn and D. Green were connected with the university, J. Nearing with the Calgary Separate School System, F. Sproule with the Edmonton Public High School System and the ATA Social Studies Council Executive; Bride was the official ATA representative.

Conference consultants and speakers. Except for Massialas all other resource personnel were from Alberta. The Department of Education was represented by the Minister, Deputy Minister, and Chief Superintendent of Schools, in addition to Odynak, Church, R. A. Morton, H. J. Hall, and Watts. The University of Alberta was represented by Aoki, W. Gainer, Powrie, B. E. Walker and Wickenden. The University of Calgary was represented by G. De Leeuw, Finn and E. Waldman.

The calling of the conference and the preparation for the conference were in the hands of a small group of people: Watts, Aoki and Odynak. Aoki commented on the preparation procedures:

The Conference was marked by a very personal approach. Odynak contacted me and I contacted Finn. Odynak and I disagreed as to who should be the spokesmen at the Conference. I wanted to get disciplinarians from other than the social science disciplines such as philosophers. There was not enough of that.⁷

⁷ Personal Interview, March 27, 1972.

L. G. Hall remarked the following with regard to those invited to the Conference: "There was a tendency to invite those people whose ideas were similar to those of the Conference organizers."⁸ Church corroborated this by saying:

Psychological and political factors have an impact on curriculum development. An example of the political factors was the structuring and organizing of the Conference; stacking the Conference as a result of political insight.⁹

Proceedings of the Conference

During the first week the Conference was addressed by Alberta resource personnel. Massialas addressed the Conference four times during the second week. At the end of that week, a panel, that had evaluated the Conference proceedings, presented its observations and recommendations.

Byrne opened the Conference with a keynote address entitled, "The Role of the Social Studies in Public Education." In view of the references made to this speech by C. D. Ledgerwood, Consultant with the Department of Education, who later was to become very influential in the development of the Alberta social studies, and others, some of its more salient features are cited:

⁸Personal Interview, March 27, 1972.

⁹Personal Interview, March 24, 1972.

- (1) The Enterprise or Activity Movement constituted the first attempt of the century to change the information storage and retrieval theory of learning; Learning through Discovery constitutes the second assault.
- (2) May I present as a basic assumption that the social studies should in some measure and to some degree change the behaviour of students.
- (3) Obviously if the social studies is to affect behaviour, teachers must be concerned with values and value systems.
- (4) I am opposed to external examinations unless these test the capacity to deal with materials rather than the recall of information . . . to single text book authorizations and to prescribed syllabi.
- (5) To achieve behavioural objectives an organized program of studies must have meaning to students . . . as being relevant to their own purposes. A possible method of approach might reside in the identification and study of issues.
- (6) I am pressing the case here for an emerging and dynamic curriculum. By emerging I mean the focus to be on issues or topics deriving from the immediate social environment of students or on those demonstrably part of the current social scene. Dynamic I define as being related to change, keyed to current society and shifting in emphasis as current issues become resolved and new ones appear.
- (7) If we start with the view that social studies should change the behaviour of students we move inexorably to the conclusion that the curriculum should be designed around the needs and interests of students rather than the dictates of the discipline.¹⁰

¹⁰ This address (pp. 1-23), and those of subsequent speakers may be found in "The Alberta Conference on the Social Studies Curriculum for Grades I - XII," S. N. Odynak (ed.), Department of Education, Province of Alberta, 1967.

Church, a former Associate Director of Curriculum and now Director of the Special Services Branch, was the other Department of Education official to deliver a major address. In many respects, it complemented and reinforced the position advanced by Byrne. He also made a plea for keeping school activities relevant and meaningful to students. The social studies should shift from a history and geography oriented base to a behavioural science orientation. The focus of such a course should be on social problems with which students could identify. Opportunity should be provided to study one or more disciplines in depth concurrently with the course in social problems, and based on interest, not social utility. Orientation should be to the present and the future.¹¹

Aoki pointed out that a curriculum building design in order to be successful was to incorporate the nature of learning, of society, of the disciplines and of teaching. In that context, he was uneasy with assigning to a disciplinarian qua disciplinarian the task of writing curriculum materials after the substantive framework of the curriculum had been designed. He saw different roles for disciplinarians, epistemologists, curriculum specialists, teachers, evaluation experts, and philosophers during the curriculum development period.¹²

¹¹ Ibid., pages 93-115.

¹² Ibid., pages 38-57.

Wickenden expressed the belief that the approaches of the historian, the geographer, the social scientist, and the philosopher each were indispensable to a rounded and balanced view of human society. Each would ultimately be given its due place in the school curriculum.¹³

De Leeuw stressed the importance of the methods of geographic inquiry utilizing the immediate environment as a starting point. Curricular content should be contemporary, related to current issues, and should exemplify the fundamental concepts of geography.¹⁴

Powrie's paper advocated a policy problems approach to the study of economics rather than an analytical problems approach. The former was said to be more relevant to the student while the latter was too time consuming, too local in orientation while yielding partial and trivial understanding.¹⁵

Waldman made a strong plea for a well educated population since an uninformed and politically uneducated electorate frequently did not elect the best possible people into office. Hence, in a social studies curriculum, those items should be included that could achieve an understanding of our value system, a knowledge of governmental institutions, an appreciation of the informal processes on policy

¹³Ibid., pages 58-67.

¹⁴Ibid., pages 116-135.

¹⁵Ibid., pages 68-81.

formulation, and a realization of international behavioural patterns.¹⁶

Walker spoke on values. Despite difficulties we had to come to grips with the problem of fostering in young people desirable attitudes and dispositions. A core of basic moral values at the practical level appeared to be widely agreed upon by members of our society. Such practical values characteristic of a democratic society should form the core of social studies programs in the school. These included justice, kindness, cooperation, freedom, equality and respect for the individual human being.¹⁷

Morton emphasized that with the new technology the task of the teacher could be lightened and made more professional and flexible. There was still a place for humanistic interchange and interpersonal relationships between pupils and teachers.¹⁸

Finn stated that Alberta had tried everything, made startling innovations, and explored new ideas on a large scale that had very limited experimentation elsewhere. Alberta had been a leader in curriculum change.¹⁹

Massialas presented his viewpoint of a new approach to the social studies curriculum to the Conference in a series of four addresses during the second week. An outline

¹⁶Ibid., pages 82-92.

¹⁷Ibid., pages 136-155.

¹⁸Ibid., pages 156-172.

¹⁹Ibid., pages 24-37.

of some of the more salient features of his presentations showed a remarkable similarity to what Byrne had proposed in his opening address. Said Massialas:

- (1) Textbooks generally present an antiseptic and unrealistic picture of society . . . materials examined tend to stress social adjustment rather than individualism. Historical and geographical content still dominates. Textbook publishers inadvertently preclude the careful analysis of the social scientist . . . none illustrate the interrelationship of the social sciences.
- (2) . . . the conditions of discovery create novel yet crucial teacher roles. In general terms the teacher operates under the assumption that each student is capable of thinking for himself. To facilitate independent inquiry the teacher provides the initial springboard carefully prepared to cause perplexity.
- (3) Social studies should provide the opportunity to examine critically values and beliefs held by individuals and groups.
- (4) Content should be organized around concepts and their attendant generalizations. A growing body of knowledge is interdisciplinary in nature. Less emphasis is given to the unique and particular. The methods of science are used to produce evidence to support generalizations and theories.
- (5) Learning experiences will have to emphasize relevant concepts and skills. Teaching through inquiry, discovery, or simulation are fruitful and productive strategies which should be tried out by all teachers.
- (6) The social studies curriculum must be strictly interdisciplinary, be built around key social issues, must emphasize analytical concepts and generalizations which explain rather than merely narrate human conflict; it must incorporate models of exploration and validation of empirical as well as normative propositions.

- (7) An inquiry oriented approach requires a shift from a single textbook to multiple media. Publishers, authors, teachers, and students will have to understand that the textbook era is gone.²⁰

On the last day, the subcommittee on evaluation and recommendations presented its report. Bride, the chairman, when asked who initiated this committee replied:

I initiated this committee by means of a motion during the Conference. I wanted a directive to develop curriculum. I think it was Hrabi who moved the adoption of the report. Moore had an influence on this subcommittee.²¹

Aside from Bride and Moore, the following four persons were on this committee: Bliss, representing the Edmonton Public School Board, M. Pedde, representing the Social Studies Council, S. Richmond on behalf of the Calgary Public School Board and Mrs. D. Wright for the Three Hills School Division.

Bride addressed the Conference immediately prior to the presentation of his committee's report. In this address he mentioned among other things:

Fairness and concern was exhibited by the Department in including representatives from all sources of interest and involvement. The conference has been an unqualified success. The Department of Education can be justifiably proud of scoring an impressive first.

A healthy, friendly atmosphere permeated by the inquiry approach prevailed throughout. Temperature of the conference remained moderate at all times.

No attempt was made to evaluate, in the sense that we would rate any aspect of the conference. We avoided getting into the dangerous area of making comparisons

²⁰ Ibid., Pages 173-225.

²¹ Personal Interview, March 21, 1972.

among sessions and speakers. We agreed to adopt the positive approach.

Each of the committee members accepted in turn the task of summarizing the presentations and the discussion sessions which followed. Summaries of all the proceedings were then made available to committee members who met to examine them and . . . to identify what they considered to be valid and important observations. We recognize, however, that our judgements are based on subjective assessments and therefore are open to question. Consequently, observations are presented in a constructive spirit and with a great deal of humility. The recommendations have been endorsed unanimously by members of our committee.

Our position is that it is more important what happens to social studies after this conference than happened to it during the conference. We hope that we have succeeded in establishing some logical, acceptable guidelines to stimulate future activity in improving social studies in Alberta.²²

Outcome of the Conference

Observations and recommendations. Nine observations and fifteen recommendations were contained in the report of the subcommittee. The following observations were cited within the context of potential future developments in the Alberta social studies:

Values should not be detailed by society nor by individuals but arise out of, or be shaped by, the utilization of the inquiry process in teaching problems and concepts. The consensus of the conference was that a major focus of the social studies is the development of a citizen who makes value decisions on rational grounds.

Concepts and generalizations should develop from, or be based upon, issues which are current, meaningful, controversial and of immediate concern to the pupils and to society.

²²"Preliminary Comments" - An address by K. W. Bride to the last session of the Alberta Conference on the Social Studies, June 29, 1967.

There was general support for an interdisciplinary or multi-disciplinary approach to teaching the social studies. The superiority of the inquiry approach was reiterated and there appeared to be agreement that in the teaching of social studies substance cannot be separated from process.²³

Among the recommendations the first appeared to be the most important one. It stated the rationale inherent in what both Byrne and Massialas had expounded in their presentations:

We support a problems oriented curriculum from Grade I - XII with emphasis on inquiry into social issues.²⁴

Other recommendations that followed logically from this premise dealt with some of the practical consequences to be considered in the design of such a curriculum. Some of these were:

No content was to be specified as mandatory;

No textbook was to be commissioned or prescribed for any grade;

The role of external examinations was to be minimized and Grade IX departmental examinations should be abolished.

High schools should offer such optional courses as were feasible within the resources of the school.

Future curriculum developments should avoid fragmented, uncoordinated efforts by separate committees.

²³"Observations and Recommendations Regarding the Conference and the Social Studies," pp. 226-234 in The Alberta Conference on the Social Studies Curriculum for Grades I - XII, S. N. Odynak (ed.) Department of Education, Province of Alberta, 1967.

²⁴Ibid.

The Department of Education should act at the earliest possible moment to set up the necessary machinery and make the required budgetary provision for the implementation of the recommendations approved by this conference.²⁵

Implications of the conference. The Conference itself was prima facie evidence of a willingness to explore and innovate. To recommend a new social studies program was one thing. To implement the recommendations was another matter. Besides demanding human and financial resources, it would require a certain degree of consensus with the philosophy as outlined in the Conference Report. The Department of Education had taken the first step in calling the Conference. The outcome of the Conference indicated a clear mandate for further action. Support for reform had come from various sectors. With the implication of teachers, administrators, and university personnel willing to assist in this venture, the Department was in a favourable position to initiate action for the next stage in social studies curriculum development, that of designing a proposal for a program based on the outcome of the Conference.

Phase One Findings

Actors and events. Odynak, Byrne, Watts and Hrabi were the influentials in the Department of Education who were important for the success of the Conference. From the university, the names of Aoki, Finn and Massialas stood out.

²⁵ Ibid.

From the ATA, came Bride. Others who made an impact were Church, Moore, Bliss and Pedde. Aside from Conference speakers and organizers already mentioned, some of the members of the Interfaculty Committee who reappeared on the scene were Wickenden, Powrie, Nearing and Gainer.

The holding of the Conference itself was the event of the year. Events that might have contributed to calling the Conference were completion of the Social Studies 30 revision, failure of the Regina Conference, general dissatisfaction with the social studies program, as expressed in various curriculum committees, and submission of the ATA Executive Social Studies Council Brief.

Decisions. Odynak turned out to be one of the major decision makers. After Watts had decided to have a conference and Hrabi had set aside the money, it was up to Odynak to organize and chair the conference. Wickenden attributed a considerable amount of influence to Odynak in the context of the Conference deliberations:

As far as the June Conference was concerned, Odynak set it up. He decided who came, who spoke, and in what order. The equality of the disciplines was reflected in the Conference. That guided it.²⁶

The decision by Bride to develop a directive for future developments, by initiating a subcommittee for the purpose of reporting observations and recommendations, was a clever move on the part of the ATA. The decision to edit

²⁶ Personal Interview, March 24, 1972.

the Conference Proceedings by the Department of Education helped in the dissemination of the rationale and the report on observations and recommendations.

The decision to hold a conference, to move beyond a Grade XII revision, was undoubtedly a crucial decision in the development of the new social studies.

Analysis. Developments in Alberta and in the United States were conducive to a climate of change. The aftermath of the Sputnik era of curriculum change in the United States had by then brought major progress in mathematics and in science. The time was ripe for a breakthrough in the social studies.²⁷ Aoki gave this commentary:

I think the whole atmosphere of curriculum development in the sixties, particularly across the border, where they were pouring millions of dollars into curriculum revisions had an exhilarating effect. A somewhat similar development as the Social Studies 30 program had by 1967 developed in B.C. and Manitoba. The initial impetus for a problem oriented social studies program had already picked up momentum.²⁸

The leadership of Byrne and his intense interest in the decentralization of curriculum in general and in the development of the social studies in particular provided a setting within which innovations could flourish. Various respondents mentioned Byrne as a man who, because of his position and of his particular interest, strongly influenced the course of events.²⁹

²⁷ Ledgerwood, Personal Interview, March 20, 1972.

²⁸ Personal Interview, March 27, 1972.

²⁹ Church, Bride, L. G. Hall, Evenson, Ledgerwood.

Byrne had expressed his views on curriculum development earlier:

The Department has not been building curriculum in the sciences and mathematics . . . this work has been done by the large foundations in the United States where money, people and time are available. We have merely borrowed their results and adapted them to our use.

In some areas we should do our own studies . . . this must be done on a national scale since we could not raise such large amounts of money in the province.

By national was meant a committee considering, for example, a social studies program that is suitable for Canada and which would be made up of the top scholars in the field and of representatives of various regions. The present mid-century system of committees had worked well for the period when it was established but the problems today are too complex and complicated to be dealt with in this manner.³⁰

When further queried about these statements, made at this earlier date, Byrne explained:

At the time I was impressed with the great curriculum development and amount of money poured into the sciences in the U.S.A. I was reflecting the view that this could not be done on an international scale in social studies. You could do it in mathematics and science. But there is nothing nationalistic about physics or the field of science but when you get into social studies, that is much more sensitive to the national point of view. We needed leadership nationally comparable to the work in physics and biology in the U.S.A. But this would have to be done by Canada itself. To a degree that has developed in the Canada Studies Foundation.³¹

L. G. Hall, a longtime observer of the social studies scene, and former chairman of the Senior High School Social Studies Subcommittee, gave Byrne credit for giving the Conference a tone, a certain send-off.³² Questioned more explicitly regarding the impact of his address, Byrne

³⁰ Minutes, General Curriculum Committee, Nov. 26, 1965.

³¹ Personal Interview, April 17, 1972.

³² Personal Interview, March 27, 1972.

replied:

My speech of 1967 was my last gasp in the social studies field. It really reflected a development of views which had grown out of my teaching and reading and study and curriculum work in the fifties. The Conference was an attempt to work out something that would give some direction in social studies. I was asked to write the opening document which I did. To the extent that that document set the tone of the curriculum committee, that was intended to, there is no doubt about that. If that paper set the tone, it achieved more than most keynote speeches, but it may well have done so.³³

If the speech by Byrne was his swan song in social studies, the calling of the Conference was to be one of the last acts by Watts in his capacity as Director of Curriculum. Knowledge of his imminent departure may have contributed to a greater willingness on the part of Watts to experiment with an undertaking of this kind. The general climate of optimism, so prevalent during Centennial Year, and the stable financial and political environment may also have contributed to the creation of a climate that was favourable to this particular event in the history of social studies curriculum development in Alberta.

The result of the conference was a re-affirmation of the Enterprise tradition and of an instrumental use of the disciplines as tools to be used in solving current social problems. The Brunerian influence of the structure of the disciplines had an impact, but not to the extent that the discipline itself became the primary concern. Within the

³³ Personal Interview, April 17, 1972.

framework of the social studies, at least, the disciplines relevant to the solving of the problem were relegated to instruments with which the student attempted to gain insight into the nature of the problem and with which he endeavoured to solve that problem.

The different emphasis placed on content versus process, primarily by the disciplinarians in the Faculty of Arts and by some in the Faculty of Education, contrasted with that of teachers, most members in the Faculty of Education and the leadership in the Department of Education. It was resolved in favour of the latter group. Church stated that process won over content; that the relativist, pragmatic philosophy of Byrne and Massialas won out over the absolute, idealist philosophy of the disciplinarians.³⁴

A comparison of the viewpoints of Wickenden, a history professor, and Brown, a history teacher, illustrated the difference in outlook. Wickenden observed:

Massialas was plugging for the problems approach in contrasting it with the chronological approach. I got his admission that history could be treated as a problem. It seemed to me that educators were very concerned with methods to arouse interest and with the development of skills in students. From my own point of view subject matter is the most important but I am also interested in skills. There is a complementarity between content and method. The approach to social studies has been very instrumental. This is not necessarily wrong, but it is not the only approach. Aside from didactic values, poetry and art may be seen as valuable in themselves. The same is true for the social studies.³⁵

³⁴Personal Interview, March 24, 1972.

³⁵Personal Interview, March 24, 1972.

N. E. Brown, author of the booklet on Consumer Education for the Grade X course, remarked:

The June Conference was important in that the philosophy of inquiry evolved out of this. Prior to this, the curriculum committees tried to ascertain what the needs of students were. But after the Conference, the philosophy began to evolve that what you really want to do is to get at the skills - the intellectual skills - to build a curriculum whereby students can develop these skills, a curriculum which will develop attitudes in students so that they can examine values, rather than thinking out materials for them, as we did in the knowledge-oriented Grade X course. What students need to know will take care of itself when we can develop the necessary skills and attitudes. The philosophy which came out of the Conference opened up a whole new field in social studies.³⁶

The following factors were considered to have contributed to the developments in Phase One. The issue of social studies curriculum development had become relevant in the light of local developments, e.g. the new Social Studies 30, the dissatisfaction with the overall program, and the American Curriculum Reform Movement. Resources for reform resided primarily in the University and in the Department of Education. The former had access to the latest findings relative to curriculum development whereas the latter had the legal and financial resources for the utilization of these findings in an attempt to reform the current social studies program. The personal efficacy of organizers such as Odynak and initiators such as Watts and Hrabi, combined with that of Aoki, Bride and others accounted for sufficient leverage not only to call the Conference, but also to influence, to a very large extent, its procedures

³⁶ Personal Interview, March 30, 1972.

and outcome. The Alberta tradition with the Enterprise Method, the prestige of persons such as Byrne and the new Social Studies 30 set a precedent in Alberta that enabled such a curriculum development to evolve in this particular direction. Other developments, during the succeeding year would, not only continue this trend, but, in fact, reinforce it.

II. DESIGNING A FRAMEWORK

The first step toward setting up the necessary machinery for the implementation of the recommendations approved by the Conference (page 107), could be traced back to developments in the Elementary and Senior High School Social Studies Subcommittees, during the fall of 1967. The need for coordination was felt by both subcommittees but particularly so by the Elementary Subcommittee.

The Senior High School Social Studies Subcommittee decided first to revise Social Studies 10 and 20 in line with the rationale underlying the present Social Studies 30 course.³⁷ The Social Studies Enterprise Subcommittee took the following action:

As we now have a directive from the June Conference for reshaping and restructuring curricula from K to 12, it was decided that a coordinating committee with the Junior High and Senior High subcommittee is most essential for articulation of the three programs. Mr.

³⁷ Minutes, Senior High School Social Studies Subcommittee, October 20, 1967.

Hall will approach these subcommittees after our next meeting.³⁸

This was the first meeting of the Elementary Subcommittee after the summer. Ledgerwood, newly appointed consultant in Social Studies-Enterprise for Zone I, explained briefly the work that he was doing in the schools in that area. As would be seen in retrospect, his appointment announced by Rees earlier in the year to the Elementary School Curriculum Committee,³⁹ constituted, then unwittingly, the first concrete step toward the implementation of the Conference recommendations. H. J. Hall, the chairman of the Elementary Subcommittee, pointed out:

Doug Ledgerwood's appointment got the ball rolling. For the first time we had a man whose whole job was social studies. The Coordinating Committee became not effective until Ledgerwood appeared on the scene. At last we had a leader in social studies. I had been after Byrne a long time to appoint a full time social studies consultant when he appointed Ken Nixon in the Language Arts. The success of Nixon and Hastings paid off. It proved to the Department what a consultant could do.⁴⁰

Personnel changes proved to be of great importance in subsequent developments, as the above cited incidence indicated. With the succession of Watts by Hrabi, other changes, such as policy and structural changes, started to make their influence felt. These changes, in addition to the outcome of the Conference, created a setting for subsequent

³⁸ Minutes, Elementary Social Studies Enterprise Subcommittee, November 28, 1967.

³⁹ Minutes, Elementary School Curriculum Committee, May 26, 1967.

⁴⁰ Personal Interview, April 13, 1972.

developments. Hence, it was felt that a brief summary of these changes should precede an account of the development related more directly to designing the framework for the new social studies.

The Changing Environment

Personnel changes. With the commencement of the 1967-68 school year, Hrabi became Director of Curriculum, Odynak was appointed Associate Director of Curriculum and H. G. Sherk took over as chairman of the Senior High School Subcommittee. Aoki had left Alberta on study leave. Watts had retired. Membership on the social studies subcommittees had drastically changed.⁴¹

On the Senior High School Social Studies Subcommittee the following were new members:⁴² Sherk (chairman), R. Baker, B. Benning, E. Kunkel, V. Laskosky, E. Moore and N. Wickenden. The only two members to continue from the previous committee were Odynak and Belkin.

The Social Studies Enterprise Subcommittee continued with H. J. Hall, G. De Leeuw, I. Goresky, Associate Director of Curriculum and Wright. Others such as D. P. Green, Mrs. T. Pendergast, W. V. Steckly and Mrs. L. E. Thompson appeared on the scene, in addition to Ledgerwood. Moore, Carswell and Nixon were no longer present.⁴³

⁴¹ Minutes, Senior High School Social Studies Subcommittee, October 20, 1967.

⁴² Ibid.

⁴³ Minutes, Social Studies Enterprise Subcommittee, November 28, 1967.

Further changes took place during the fall of 1968. In addition to personnel changes, structural changes had begun to affect the curriculum committee structure. These changes which became effective in September, 1968, were to alter development of curriculum.

Structural changes. A merger of the Junior and Senior High School Curriculum Committees into the Secondary School Curriculum Board reduced the major curriculum committees from three to two. There was no change in the Elementary Curriculum Committee structure, except for a name change from Elementary Committee to Elementary Board. The former General Curriculum Committee was disbanded and replaced by an Advisory Board on Curriculum and Instruction.⁴⁴

As a result of the above change, the social studies subcommittees were also reduced in number and renamed. Furthermore, these subject committees were to be permanent and to advise their respective curriculum boards. They would have a revolving membership, based upon a four-year term.⁴⁵

The Secondary Social Sciences Committee replaced the Junior and Senior High School Studies Subcommittees. Apart from Odynak and Sherk, it consisted out of a completely new slate of members. Aoki, who had returned, and Ledgerwood were among others, the only members with previous experience,

⁴⁴ Alberta Department of Education, Sixty-Fourth Annual Report, 1969, pages 39-41.

⁴⁵ Minutes, Elementary School Curriculum Board, November 7, 1968.

aside from Odynak and Sherk. Sherk and Ledgerwood had each completed their first year on subcommittees.⁴⁶

The Elementary Social Studies Committee replaced the Social Studies-Enterprise Subcommittee. Its membership underwent further changes during the fall of 1968. Pedde, who had joined the committee earlier, was followed by J. Kirman, R. Carter, B. Frankcombe and Mrs. G. Sylvester.⁴⁷

Policy changes. The amalgamation of the High School Curriculum Committees served two purposes. According to Hrabi, it alleviated the problem of articulation and coordination while halfway meeting ATA suggestions for one curriculum board.⁴⁸

An earlier policy change by Order-in-Council on February 7, 1968 was the revision of the General Regulations, Section 10, Courses of Study.⁴⁹ Under the amended section, it became possible for school boards by resolution, to offer courses other than those prescribed by the Minister. A school board had, however, to obtain the approval of the Minister before such a resolution could be implemented.

Additional changes. A summary of the minutes was to go to curriculum committee members for distribution beyond the

⁴⁶ Minutes, Secondary Social Sciences Curriculum Committee, November 6, 1968.

⁴⁷ Minutes, Elementary Social Studies Committee, December 19, 1968.

⁴⁸ Personal Interview, March 29, 1972.

⁴⁹ ATA Legislation Handbook, 1968 edition, pp. 34-36.

membership of the committee. This would be one way by which the Department could improve communication.

Odynak reactivated the Coordinating Committee. Sherk elaborated on the circumstances that surrounded this decision:

I was appointed an inspector in the summer of 1967. As chairman of the Senior High School Social Studies Ad Hoc Committee, I was to lead members into a revision of Social Studies 10 and 20. My only jurisdiction was in Senior High School. It seemed that I was only able to do a patch up job. I went to Odynak and pointed out my frustration. One day he had an inspiration. Suddenly he remembered the Coordinating Committee. Rather than to wait for Ministerial approval, why not reactivate this Committee.

It was, however, impossible to get consensus on a continuous program within this structure. It had also become obvious that the job was too big to be handled and chaired by someone on a temporary basis. Hence, a request to Field Services for Ledgerwood. From that time on, Ledgerwood attended all meetings.⁵⁰

Coordination and Delegation

As was seen before (page 114), members of the Elementary Subcommittee had expressed the need for coordination. Members of the Senior High School Social Studies Subcommittee felt a similar need. After considerable discussion they decided to meet with the Junior High School Subcommittee on Social Studies and Community Economics. The date was set for February 1, 1968. Any proposals that members had were to be submitted to Odynak.⁵¹

Goresky announced to the Elementary Subcommittee that he would attend the meeting of the Junior and Senior

⁵⁰ Personal Interview, March 8, 1972.

⁵¹ Minutes, Senior High School Social Studies Subcommittee, December 1, 1967.

High School Subcommittees on February 1, and that he would discuss the possibility of forming a coordinating committee with them.⁵²

Sherk called the Joint Meeting to order. Goresky reported for the Elementary Subcommittee and stated the need for a combined effort of all groups. Ledgerwood added to this by saying that the Elementary Subcommittee was looking for models of inquiry and curriculum frameworks. H. Toews, reporting on behalf of the Junior High School Subcommittee, said that new courses should be developed along the line of the inquiry or problem method. Sherk, reporting for the Senior High School Subcommittee, stated the need to develop an overall framework. He submitted a grid for social studies from grade VII to XII, which had been suggested earlier by Moore. At this point the minutes indicated:

Various opinions were expressed and a statement by Dr. Wickenden summed up the general feeling - we need a sweeping reform to the whole program but it involves careful planning. We must be prepared to revise the present structure section by section as the opportunities arise. Mr. Carswell's suggestion that a small committee could begin to select material for a revision led to the following motion:

Kunkel/Baker - that a coordinating committee composed of two members each from the Senior High, Junior High, and Elementary Social Studies Subcommittees be formed and meet early in April. This committee is to select concepts, material, methods of inquiry, etc. for a new framework in the teaching of social studies from Grade I - XII in Alberta.⁵³

⁵² Minutes, Social Studies Enterprise Subcommittee, January 15, 1968.

⁵³ Joint Meeting Social Studies Subcommittees, Minutes, February 1, 1968.

This motion carried. Odynak and the Coordinating Committee would arrange the next meeting. Odynak then proceeded to organize the machinery. He wrote:

I note that a meeting of the Elementary Social Studies Subcommittee is scheduled for early April. I would like to call a meeting of the Coordinating Committee soon after that . . . I was wondering whether you would consider being chairman of the Coordinating Committee?54

Ledgerwood wrote Odynak:

I shall be pleased to chair the Social Studies Curriculum Coordinating Committee. I am in almost total agreement with the recommendations of the June Conference and would like to see them implemented. It seems to me that Recommendations I, II, III, IV, XI, XII, XIV have particular relevance for the coordinating committee and, with your permission, it is these recommendations on which we will focus our efforts.55

On an earlier date Odynak had confirmed the appointment of Ledgerwood to the Junior High Subcommittees, thus enabling him to be present on February 1, for the Joint Meeting. 56

The Social Studies-Enterprise Subcommittee delegated Pendergast and Wright as representatives of Division I and Green and Pedde as representatives of Division II to the Ad Hoc Coordinating Subcommittee. Upon a motion by De Leeuw, it was furthermore decided to undertake a major revision of the social studies curriculum, to be planned in cooperation with the Ad Hoc Social Studies Coordinating Subcommittee and

⁵⁴ Memo, Odynak to Ledgerwood, February 29, 1968.

⁵⁵ Memo, Ledgerwood to Odynak, March 5, 1968.

⁵⁶ Memo, Odynak to Ledgerwood, January 25, 1968.

to be completed by September 1970.⁵⁷

The Social Studies Curriculum Coordinating Subcommittee met twice during that year. The first meeting was held on May 2, 1968, and the second on June 7, 1968.

Division III representatives were Kozak and Carswell, Division IV representatives were Benning and Moore. The chairman of the three subcommittees, Hall, Toews and Sherk represented the Department. The Associate Directors of Curriculum, Odynak and Goresky, as well as the Chairman, Ledgerwood, also represented the Department.

At its first meeting the committee adopted the following motion:

Moore/ Benning - The published framework of the new program should include a statement of objectives related to both cognitive and affective domains. Provision shall also be made for publishing in a guide book, a detailed statement of specific objectives related to pervasive objectives.⁵⁸

That raised the problem of whether or not the framework should include a statement of content. Moore brought up the problem of whether or not it should include concepts basic to the social sciences. Odynak introduced the use of "Important Themes" as a content framework. Apparently the meeting ran into difficulty since:

⁵⁷ Minutes, Social Studies Enterprise Subcommittee, April 5, 1968.

⁵⁸ Minutes, Social Studies Curriculum Coordinating Subcommittee, May 2, 1968.

Because of the complexity of selecting information for the committee to use to determine minimum content, the following motion was proposed,

Benning/Wright - That informational papers be prepared by an ad hoc committee under the chairmanship of Mr. C. D. Ledgerwood, of problem topics . . .⁵⁹

The committee members adopted this motion. As members of this Ad Hoc Committee the following nominations were accepted: Pendergast (Division I), Pedde (Division II), Kozak (Division III) and Benning (Division IV) with Moore as an alternate. This committee was to meet May 27, 28 and 29 and to report to the Coordinating Committee on June 7.⁶⁰

The genesis for a new Alberta social studies program lay now in the hands of the five people on the Ad Hoc Committee. The decisions of this "Committee of Five" would have far-reaching implications for consequent deliberations in the immediate future.

The First Proposal

The three-day May meeting of the Ad Hoc Coordinating Subcommittee was a working committee meeting. It produced the first in a series of proposed course outlines. This small group made very important decisions. Its first proposal was the beginning for a new deliberation process. Within half a year, this process would culminate in the acceptance in principle of the new social studies program for Grades I - XII. The basis for this course was laid at the May meeting.

⁵⁹ Ibid.

⁶⁰ Ibid.

It was here that the core of its content was decided.

It was difficult to trace what decisions were made by whom at this meeting. No minutes were kept. Hence no documentary data were available, except for the Proposed Outline, which was the result of the meeting. Interview data had to fill the gap. Kozak gave the following account as he remembered the procedures of the May meeting:

Basically we used four sources to guide us. They were (1) the Recommendations of the June Conference; (2) curriculum plans and programs in the United States; (3) Yearbooks of the NCSS; and (4) writings of such people as Massialas, Fenton, etc.

We engaged in a series of sequential activities. First, there was a summation and examination of any social studies programs in Canada. Then we looked at all other projects that had been structured in the United States. Next, we investigated their basic concepts and emphasis. It was here that a switch had to be made. We could no longer pay lip service to attitudes in the light of the social problem resolution, as expressed by the June Conference. This took us to a detailed examination of attitudes, skills and knowledge. The NCSS Yearbooks were very helpful for skills. Out of these activities, our working paper emerged.⁶¹

On June 4, Ledgerwood sent the paper to the members of the Coordinating Subcommittee. In an attached letter he wrote:

Please find enclosed the proposed outline for the social studies curriculum guide which was prepared by the "Committee of Five" at our meeting last week. We are satisfied that, in terms of the quantity of our output, our time was highly productive. The quality of our efforts we will leave for you to judge.⁶²

⁶¹Personal Interview, April 27, 1972.

⁶²Memo, Ledgerwood to Members of the Social Studies Coordinating Subcommittee, June 4, 1968.

On June 7, the second and last meeting of the Coordinating Subcommittee took place to consider this proposed outline. The various changes, listed previously, were to have an effect on subsequent proceedings after the resumption of the work by curriculum committees during the fall of 1968. The June meeting of the Coordinating Committee met for the sole purpose of reviewing and accepting the report of the Ad Hoc Committee.

Two principles were accepted generally. One guide should be prepared for Grades I - XII. A loose-leaf format was to be considered. Then an intensive analysis of the report began. Sherk made a direct appeal to use a vocabulary that would be clearly understandable to teachers. Odynak outlined the policy of the Department regarding the commissioning of the preparation of textbooks. It was current policy that publishers not be commissioned to produce textbooks. Moore and Pedde drew attention to the need for defining and specifying concepts. After various suggestions for revision, members accepted the following motion:

Moore/Hall - The Department of Education Elementary Social Studies Consultant shall be responsible to redraft the report, Proposed Outline, Curriculum Guide for the Social Studies, and to have the redraft read by other persons as specified by the Department during the last two weeks of August, 1968.⁶³

The meeting then adjourned. A first draft of the new social studies program had been created, scrutinized,

⁶³Minutes, Coordinating Committee, June 7, 1968.

and revised. For the remainder of the year, further revisions and refinement were to follow before it could be used as the basic guide for the preparation of detailed programs.

Changes and Revisions

Goresky, Associate Director of Curriculum for the Elementary Division, retired and was succeeded by E. A. Torgunrud. The latter had just returned from a two-year leave of absence to complete his doctoral work in curriculum under John Goodlad at the University of California, Los Angeles. Aoki also had returned to resume his duties at the Faculty of Education, University of Alberta, in Edmonton. D.W.Ray and Aoki had replaced Benning and Moore of the Senior High School Social Studies Subcommittee. Ray then became the member, representing Division IV, on the Ad Hoc Coordinating Committee. Instead of reporting to the Coordinating Subcommittee, which had gone out of existence, the Ad Hoc Coordinating Subcommittee reported through Ledgerwood directly to the two Social Studies Subcommittees, namely the Secondary Social Sciences Committee and the Elementary Social Studies Curriculum Committee. The Ad Hoc Committee now had become in fact the Coordinating Subcommittee

During the fall of 1968, decisions relative to the new social studies, therefore, were made at three levels: (1) by the Ad Hoc Social Studies Coordinating Committee, e.g. the "Committee of Five"; (2) by the social studies subcommittees; and (3) by the curriculum boards.

No minutes were found on the deliberations of the Ad Hoc Coordinating Committee. It was evident from correspondence that the Ad Hoc Committee met on September 15 and October 15 to revise drafts. The first draft was studied and changes recommended on September 15. A second draft, incorporating most, but not all, of those changes, was studied and revised on October 15.⁶⁴

Despite the fact that minutes were not kept, the series of revised proposals and data obtained from personal interviews, partially filled the gap. Deliberations did not always take place in the formal setting of committee meetings. It was quite possible and even probable that informal meetings and sessions were of considerable consequence in their influence on the developments of the new social studies curriculum. Because of its size this was apparently more pronounced in the Ad Hoc Coordinating Committee than in either the two Social Studies Subcommittees or the Curriculum Boards.

The following incident, recalled by Aoki, illustrated the nature of one such informal session:

At a luncheon with Kozak and Ledgerwood at the Faculty Club, I suggested to shift the emphasis from values to valuing. This would be more helpful. In the process of valuing you have to think of values. You cannot help but think in terms of action.⁶⁵

F. Simon, who at that time was very active in the ATA Social Studies Council as chairman of its Framework

⁶⁴Memo, Ledgerwood to Aoki and Ray, October 7, 1968.

⁶⁵Personal Interview, March 27, 1972.

Committee, illustrated another instance, somewhat similar to the one cited above. He made reference to both formal and informal approaches, when he said:

There was a formal approach by Ledgerwood to the Social Studies Council to critique the January 1969 Tentative Course Outline. But, in addition to that, there were the informal channels. Very important things happened here. There were many private critiques through personal interaction.⁶⁶

As a result of these formal and informal meetings, many revisions were made. It was not until five proposals had been drafted, that the Tentative Course Outline of January 1969 emerged.

Toward Approval and Implementation

The first test for approval of the revised version, the result of the October 15 Ad Hoc Coordinating Committee meeting, came on November 6. It was then that Ledgerwood, who had in the meantime been appointed a member,⁶⁷ presented the latest proposal to the Secondary Social Sciences Committee.

Sherk suggested to the committee that, if any progress were to be made in curriculum development that year, a recommendation of this committee on the proposal was required at this moment. The committee decided to adopt the following motion:

⁶⁶Personal Interview, March 16, 1972.

⁶⁷Memo, Odynak to Ledgerwood, September 5, 1968.

Wiggins/Bird - That this committee accept in principle the proposal presented to us by the Social Studies Coordinating Committee with the exception of the first paragraph on page nine and recommends that committees be structured to develop course outlines from Grades VII to Grade XII.⁶⁸

Earlier during the meeting, Odynak had described the present structure and procedures in curriculum development. He had stated that the role of this committee was defined as that of policy making. All proposals for curriculum change or development in the social sciences from this committee had to go to the Secondary Curriculum Board for approval. This Board was to meet in another week, at which meeting Ledgerwood and Sherk would attempt to secure the approval for the new social studies proposal.

On the next day, the Elementary Curriculum Board met. This was the second test for the proposal, and if accepted here, a decision of greater significance than that reached the previous day, would have been made.

Ledgerwood gave the Social Studies Report. A query was raised concerning how the proposal differed from the existing program. Ledgerwood replied:

A major difference in the objectives was not the three categories of objectives (affective, skill, knowledge) themselves but rather the priorities which were given to them. The objectives were not really different in intent but in their emphasis on values. With regard to objectives the committee tried to spell them out much more definitely than was done in the earlier program. The knowledge difference was a substantial one in that the committee attempted to spiral concepts. Another major difference was the

⁶⁸ Minutes, Secondary Social Sciences Curriculum Committee, November 6, 1968.

recommendation that one third of the time be devoted to the study of current problems of interest to students. Teachers have felt, in the past, that they did not have time to react to study problems that the students themselves were interested in. There was too much laid down for them in the curriculum.⁶⁹

At this point Hrabi made the following statement to make the group aware of the implication that the acceptance of this proposal would have on the administration of the schools in the province:

If we accept this proposal we were implying that all teachers of elementary social studies were curriculum developers because they have one third of the program which was not structured and they had really not much choice but to structure it in every dimension; whereas, with the rest of the program, there was a structure laid down by a particular group and its advising committee. If accepted that the teachers had to do this structuring then we were accepting that the teaching load of elementary teachers must be lightened; because it was not legitimate to ask teachers to take on this particular load without relieving them from some other burden. Therefore accepting this particular recommendation was accepting a recommendation to the administration that the teaching load of elementary teachers must be substantially lightened.⁷⁰

Except for an alteration in the first paragraph on page nine of the proposal, as decided upon by the Social Science Subcommittee the previous day, the proposal had not been changed. The only alteration was that the first sentence which read, "It is recommended that approximately one-third of the time in each grade be devoted to the study of classroom initiated problems," was changed to read, "It is recommended that up to one-third of the time in each grade may be devoted to the study of classroom initiated problems."

⁶⁹ Minutes, Elementary Curriculum Board, November 7, 1968.

⁷⁰ Ibid.

The committee then adopted the following motion:

Ledgerwood/Sister Phillips - that the Elementary School Curriculum Board authorize the appointment of Ad Hoc Committees to develop elementary social studies programs at each grade level consistent in principle with the proposal of the Social Studies Coordinating Committee.⁷¹

The Board, therefore, authorized the approval in principle of the new social studies proposal. It furthermore, authorized an evaluation of a variety of social studies materials and programs and it approved to set up ad hoc committees. These were to be responsible for structuring the entire program, notwithstanding the altered wording in the proposal.

A major hurdle had been taken. The second and last major hurdle was to get the authorization of the Secondary Curriculum Board.

Sherk presented the Social Sciences Report. He mentioned that the Ad Hoc Coordinating Committee, in a series of meetings and work sessions, had produced a proposed course outline for social studies for Grades I - XII. He then distributed copies of the proposed outline. E. K. Hawkesworth, high school inspector for Red Deer, commended the ad hoc committee on the inclusion of the problems of interest to students. He wondered, however, how much time would be spent in each grade level relative to structured content as compared with time spent on the problems of current interest to students. Sherk indicated that the

⁷¹ Ibid.

Elementary School Curriculum Board had given approval that up to one-third of the class time could be spent on the latter. Hrabi then reiterated what he had been saying in that connection at the Elementary Board meeting. The implications for the teacher workload were once more brought to the fore by Hrabi. Sherk added to this:

To deal with problems of current interest implies that there is going to be curriculum development at the local level. There is opportunity here for teachers to become involved in in-service work which will be very meaningful and which should result in improvement in the educational programs now offered.⁷²

The minutes of this first meeting of the Secondary Curriculum Board indicated the following decisions that were made by the members of this Board, relative to the social studies program:

Sherk/Berry - that the Secondary School Curriculum Board accept in principle the "Proposed Course Outline for Social Studies in Grades VII - XII" as set out in the report of the Secondary Social Sciences Committee.

Tolman/Bliss - that up to one-third of the time may be spent on the problems of current interest to students section.

Sherk/Cunningham - that approval be given to the Secondary Social Sciences Committee to structure ad hoc committees to develop course outlines for social studies from Grades VII - XII.

Staples/Laskosky - that this Board recommend that the problems of current interest section for each grade be structured to serve as a suggested guide to teachers.

Sherk/Worbetts - that in view of our recommendation that new courses in the social studies be developed with sufficient scope and flexibility to meet the needs of all Grade XI and XII students, the question of second

⁷²Minutes, Secondary School Curriculum Board, November 14/15, 1968.

level courses (e.g. Social Studies 23) be deferred until some experience with the new courses is gained.⁷³

With the authorization of ad hoc committees, both at the elementary and the secondary level, to develop course outlines for the new social studies and the approval in principle of the proposed course outline, the development of the social studies curriculum was to enter its next phase.

At the next meeting of the Secondary Social Sciences Committee, Odynak reported that the Department had started structuring ad hoc committees as had been approved by the Secondary Curriculum Board. Sherk reported on the meeting of the Board. The members then adopted the following three motions:

Ray/Marshall - that an Ad Hoc Committee be established in the future to work in preparing a format for the development of content for the use of Ad Hoc Committees developing curriculum for secondary social studies. The blueprint proposal itself would be worked over and revised.

Ray/Aoki - that the term "content" as expressed in the previous motion be interpreted as given on Pages 6 to 8 inclusive of the Proposed Course Outline, dated November, 1968.

Wiggins/Ledgerwood - that this committee recommend that all Ad Hoc Committees be activated and that priority be given to the Grade VII and Grade X committees.⁷⁴

Earlier during that meeting, immediately after Odynak had announced that the Department had started to

⁷³ Ibid.

⁷⁴ Minutes, Secondary Social Sciences Curriculum Committee, December 9, 1968.

structure ad hoc committees, the committee members had approved the following motion:

Marshall/Kozak - that we recommend to the Curriculum Branch that members of the Secondary Social Sciences Committee be invited to act as chairmen of the Ad Hoc Committees.⁷⁵

The membership of the Social Sciences Committee bore no resemblance to that of the Senior High School Social Studies Subcommittee, which had preceded it. Odynak and Sherk were the only members that remained. The membership in the fall included Ledgerwood for the Department, Aoki and J. B. Toews from the University, and R. J. Bird, A. R. Brown, N. Kozak, Mrs. W. McDougal, J. P. Marshall, S. Morie, D. W. Ray and E. T. Wiggins the teacher members, nominated by the ATA and appointed by the Department. Wickenden and Moore were no longer on the membership list; Belkin who provided the last link with the Subcommittee that had pioneered the new Social Studies 30, aside from Odynak and Aoki, was also gone. The latter two, therefore, provided the only continuity with that initial reform.

Odynak sent the Proposed Course Outline to the various members of the Grade Ad Hoc Committees, which he had been structuring. In a memo attached to the Proposed Course Outline, he wrote:

This proposal has been approved in principle by the Secondary School Board on the recommendation of the Secondary Social Sciences Committee. Therefore, it will be the basic document from which all the ad hoc

⁷⁵ Ibid.

committees will proceed in structuring the actual courses for the respective grades. 76

Before the end of the year, the implementation of the proposals of the Committee of Five, as revised by the Subcommittees, had been set into motion. Priorities had been set for Grades VII and X. This seemed to be logical since they formed the transition from the elementary to the secondary division and from the Junior High to the Senior High School division respectively.

Ledgerwood had set himself the following time schedule:

November 1968 to June 1969 - tentative programs developed for each grade;

September 1969 to June 1970 - trial use and improvement at each grade level;

September 1970 - province wide introduction of the new programs.77

Odynak had planned on a three year cycle. During the first year, experimentation with the new program was to take place. During the second year, it could be used as an alternate course. The third year would be set aside for compulsory implementation. He hoped to have the cycle commence in 1969 at the Grade VII, VIII and X level and a year later in all the remaining grades. This would mean a total compulsory implementation by 1973. He was confident that this schedule could be adhered to as far as the secondary

⁷⁶ Memo, Odynak to Secondary Grade Ad Hoc Social Studies Committees' members, December 18, 1968.

⁷⁷ Memo, Ledgerwood to Elementary Social Studies Curriculum Committee members, November 15, 1968.

schools were concerned, but was somewhat less optimistic in regard to the elementary schools. There they had had to cope with new science and new mathematics. Now, the new social studies could compound matters.⁷⁸

Development at the elementary level was to proceed in such a manner, however, that there was no reason for pessimism. Whatever the reason, the deadline could be met. The old course was to be withdrawn at the end of June 1972.⁷⁹

Ledgerwood reported the results of his presentation, of the proposed social studies program to the Elementary School Curriculum Board, to the members of the Elementary Social Studies Subcommittee. Torgunrud stated:

The structuring of the proposed program would be more difficult because of the concepts involved. The time element concerned two areas: (a) the teacher preparation before structuring the units; (b) the actual work of structuring it.

Both, the Elementary and Secondary School Boards were impressed with the structure of the proposed outline but would favour rewriting the objectives to facilitate the understanding of them.⁸⁰

The Proposed Course Outline was discussed very thoroughly with some revisions recommended. The Department invited all interested persons to comment on the proposal, copies of which would be made available on request.⁸¹

⁷⁸ Personal Interview, January 11, 1972.

⁷⁹ Alberta Department of Education, Curriculum Bulletin, Vol. V, No. 1, March 1972.

⁸⁰ Minutes, Elementary Social Studies Curriculum Committee, December 19, 1968.

⁸¹ Curriculum Bulletin, Vol. II, No. 1, December, 1968.

The new year, 1969, could start with building the new program, now the request for programming had been approved.

Phase Two Findings

Actors and events. Hrabi succeeded Watts. Ledgerwood, after his return from Malawi, Africa, became the first elementary social studies consultant. He was stationed in Grande Prairie. Odynak became Associate Director of Curriculum in charge of Secondary Education in September 1967. Torgunrud occupied a similar position in Elementary Education a year later. Sherk joined the Department as a high school inspector and became chairman of the secondary social studies subcommittee in September 1967.

With the change in membership of the social studies subcommittees, various actors appeared on and disappeared from the scene. Moore, De Leeuw and Carswell left the Elementary Subcommittee, while Pendergast, Pedde, Carter, Frankcombe, Sylvester and Steckley joined. Kirman replaced Green. At the secondary level, the subcommittee changed even more radically. Baker, Benning, Kunkel, Laskosky, Moore and Wickenden joined the Subcommittee in September 1967, but after one year they were replaced by Bird, A. R. Brown, Kozak, Marshall, Morie, Ray, Wiggins, McDougall, Aoki and J. B. Toews. Ledgerwood became a member of both Subcommittees, the Elementary School Curriculum Board and Chairman of the Ad Hoc Coordinating Committee. Continuing members on that committee were Pendergast, Pedde, and Kozak.

Benning was replaced by Ray, while Moore's position was taken over by Aoki.

Pedde succeeded Sproule as president of the ATA Social Studies Council for the 1967-68 term. He in turn was succeeded by N. E. Brown for the 1968-69 term. On April 19, 1968, Dr. Byrne addressed the Annual General Meeting of the ATA Social Studies Council. Ledgerwood attended the Executive Meeting of the ATA Social Studies Council on October 21, 1967, in Red Deer. The Calgary Council cooperated in October 1968 with the Calgary Public School Board in promoting a workshop on the inquiry method. Frank Peterson, social studies supervisor, suggested the joint venture and Moira Hegarty and her associates planned and executed the session.⁸²

Other notable events were the revision of General Regulations, Section 10, on February 7, 1968, and the Joint Meeting of the social studies subcommittees on February 1, 1968. The revision of the curriculum committee structure, effective September 1968 was a major event.

The work by Frank Simon and Sister Phillips in the ATA Social Studies Council and their informal contacts with Ledgerwood were maybe less notable, but appeared to have been of significant importance for the development of the social studies. The latter was very active in the Peace River area. Senesh, who had conducted a seminar at Banff in the summer of 1967, was the guest speaker at a two-day

⁸²One World, Volume 7 (3), March 1969.

social studies workshop in Peace River in May 1968.⁸³

Decisions. Various decisions were of importance to the development of the social studies. Some of these were more obvious than others. While a few had an immediate impact, some took a long time to become effective. The following were singled out for their impact on social studies development.

Members of the Elementary Social Studies Subcommittee decided to have the chairman contact the other subcommittees regarding the need for coordination. Odynak reactivated the Coordinating Committee. The decision of the members of this Coordinating Committee to delegate the work to the Ad Hoc Coordinating Committee and the decision to place Ledgerwood in charge of this operation were instrumental in a very productive three-day meeting.

The decisions made during the revision stage by people such as Aoki, Simon, Pedde, Sherk and many others all had an impact. The manner by which the committees were structured was an important decision.

Three decisions that were crucial in the progression toward the acceptance of the proposal for the new program were taken by the Secondary Social Sciences Committee on November 6, by the Elementary School Curriculum Board on November 7 and by the Secondary School Curriculum Board on November 14/15, 1968.

⁸³ One World, Volume 7 (4), June 1969.

Analysis. The initiative and promotion of innovation on the part of individuals such as Moore, De Leeuw and Carswell was likely of more significance than may have appeared from what has been written so far. Not only were these people very active in the Elementary Social Studies Subcommittee, but they also played a major part in the organizational life of the ATA Social Studies Council.

Massey stated that Moore was a powerful force on the Elementary Social Studies Enterprise Subcommittee as long as she was there. Then the leadership went to Ledgerwood and Torgunrud.⁸⁴

Ledgerwood regarded the Calgary group highly. He had this to say about them:

We were very sorry to lose De Leeuw. He carried the one-third time idea, that had originated at the University of Calgary, to the committee and brought it to my attention. He first voiced the idea. He was the linkage and it may, or may not, have originated with him.⁸⁵

On the influence of Moore, Ledgerwood made the following comments:

The academic community, including Evelyn Moore by the way, were very concerned about the lack of a strong history and geography base in this program. Moore's major contribution was in keeping us conscious of the structure of the disciplines, particularly the syntactical concepts - the processes of the social scientist.

This idea we went along with but we rejected to go totally for the structure of the discipline.

⁸⁴ Personal Interview, March 22, 1972.

⁸⁵ Personal Interview, March 20, 1972.

We went interdisciplinary rather than multidisciplinary. ⁸⁶

Even before the Conference, the Elementary Social Studies Subcommittee was actively promoting the investigation of new social studies material, primarily from the United States. Members examined resource units, teachers' guides and other materials in connection with such ventures as The Greater Cleveland Plan, The Georgia Anthropology Project and The Michaelis Resource Units. De Leeuw conducted members on a tour through the Resource Unit Centre of the University of Calgary and explained the Senesh materials. Moore planned to Canadianize these materials for use in this country.⁸⁷

This initiative on part of elementary social studies people did not mean that the secondary social studies field was impervious to innovation. Developments in that sector were exemplified by the new Social Studies 30. There was, however, more concern with structure among the secondary social studies people. Downey traced this back to an orientation toward the discipline rather than to the problem approach. Queried as to whether it would be more difficult for them to adjust to the type of thinking he advocated, Downey, commented:

Of course it is harder for secondary people since they are more discipline-oriented. We had the same fight at the university where the university disciplines were just as suspicious. It meant a process of educating them to what we meant.⁸⁸

⁸⁶ Ibid.

⁸⁷ Minutes, Social Studies-Enterprise Subcommittee, May 15, 1967.

⁸⁸ Personal Interview, March 15, 1972.

Ledgerwood also was very much aware of the battle he would have to wage in order to get the Secondary School Curriculum Board to accept the one-third, non-structured part of the program. With the help of those in secondary education who were convinced of the potential of his proposal, he was, however, able to convince the Board of the merit of the new program:

The Secondary Curriculum Board tended to be very much more operationally minded than the Elementary Board, mainly because it was comprised almost entirely of high school inspectors. The major spokesman for the one-third time was Les Tolman, high school inspector for Biology. I did not sit on the Secondary Curriculum Board. Les Tolman did. He fought that battle for the social studies teachers in this province. Les and Steve Odynak, of course, fought that battle for us. And that breakthrough was really the access to the open curriculum. That's really where it was made.⁸⁹

The change had already set in. According to Ledgerwood, the time was ripe. One person, without support, could never have achieved this. But, since the time was ripe, there was enough support to see it through.

Ledgerwood saw the 1967 Conference as the ground-swell of change, which really reached its peak in 1968:

The real movement came in 1968. The June 1967 Conference set some very broad guidelines for us. It was the watershed, although that is the wrong analogy. It was more as if someone had turned on a fountain. It was the initiation.⁹⁰

The coincidence in the timing of events that gave promise of more openness and participation by the field,

⁸⁹ Personal Interview, March 20, 1972.

⁹⁰ Ibid.

the evidence of curriculum decentralization, as exemplified in the revised Regulation/General, Section 10, the restructured curriculum structure, and an increasing demand for teacher involvement contributed to the dawn of a new era in curriculum development.

One incidence of the latter was illustrated by a speech by Clarke, Executive Secretary of the ATA, to the Conference of Alberta School Superintendents' and Inspectors' Association. Clarke contrasted the authority of the professional, based on specialized knowledge, with that of bureaucracy, rooted in position. The militant professional challenged the source of the latter. The Alberta teaching force had considerably changed over the last decade. Many more young, male, and highly qualified teachers, the "young turks," were now on the force. They were demanding a voice in decision making:

Whatever the nature of the solution one thing is clear: with increasing determination teachers are marching along the road to professionalism. Professionalism requires and demands that the professional have a voice in all decisions which determine the practice of the profession. This is what teachers are demanding.⁹¹

One of these demands was an increasing insistence that curricular decisions of all sorts - textbooks, supplies and materials, courses of study, and others - be more and more the right of each teacher.⁹²

⁹¹"The Role of Teachers in Decision Making," Address by S. C. T. Clarke, January, 1968, page 15.

⁹²Ibid., page 11.

This speech made an impression on Ledgerwood. At the same time, he had been influenced by the rise of the youth culture, a movement that he perceived to have important implications for schooling:

The January 1968 issue of Fortune Magazine was very influential in my thinking. It was a description of the dissident young. It, in effect, said: these kids are not dissidents, they're forerunners of the future. It described the return of the feeling dimension into our lives. Schooling had to pay much more attention to this feeling dimension.⁹³

The influence of the Clarke speech was of a different nature. Commented Ledgerwood:

In that talk he referred to the young turks in the teaching profession. He really socked it to us saying that these people wanted curricular freedom. They wanted to be free from administration edicts. They wanted a piece of the action. Clarke claimed that in taking this piece of the action they were prepared to take on responsibility. He really socked it to us. It was a powerful speech. And it really affected me. Teachers wanted freedom to make curriculum decisions. This is the time for it. They are going to get it.⁹⁴

The 1967 June Conference had given a mandate for a problem-oriented curriculum. It had encouraged teachers to innovate in curriculum development. Ledgerwood had been placed in a position where he could exert considerable influence to implement the Conference recommendations, with which he was in substantial agreement. Furthermore, the influences of the wider environment, as explicated above, had begun to have an impact on his thinking.

⁹³ Personal Interview, March 20, 1972.

⁹⁴ Ibid.

The precedent of values entering the curriculum with the introduction of Berry's "Problems and Values" in the new Social Studies 30 and the reference made to values in the Byrne and Church papers did have an influence on the way social studies developed under Ledgerwood's leadership. But aside from ideas and impressions, what really counted was his opportunity to translate these into a proposal. His appointment to be a full-time social studies consultant enabled him to concentrate fully on this task. Once he was seconded by the Field Branch to the Curriculum Branch, his potential for leverage had become much greater. Successive appointments to the membership of various curriculum committees, and his appointment as chairman of the ad hoc coordinating committee, gave him even more leverage.

This potential leverage, however, was by itself not sufficient. Two other factors that accounted for much of the actual leverage were the support Ledgerwood was able to muster and his personal efficacy.

As was seen before (Page 142) without support from others, it could not have been done. In this regard the influence of Hrabi and Odynak was of the utmost importance. The latter's influence depended on the former. In the area of social studies, Odynak was experienced whereas Hrabi had expertise in mathematics. Apparently Odynak was given a relatively free hand. He saw the relationship as follows:

Hrabi changed structure by abandoning Junior High and integrating it with Senior High. His was an action that was a precursor of the present government - open

government. He saw to it that the money was there but he never interfered with the way it was spent. I never interfered with math or science. Now it was our turn.95

Odynak's major contribution to this phase of development in the social studies was one of facilitating the process by which this could be achieved. Aoki, who claimed to have known him for a long time, described Odynak in the following manner:

He is non-committal. This is maybe an administrative trait. He has the ability to activate, not necessarily an initiator of ideas. I never could find out how he felt personally, which I think is the mark of a good administrator. He was rather subtle. Despite his closedmouthness there was a willingness to entertain a bigger scope in the social studies.96

Odynak seemed to have exemplified this behaviour, cited by Aoki. He was mainly responsible for seeing to it that the committee network functioned effectively. How Odynak went about one part of this task was evident from his own account:

I picked all the members of the ad hoc committees. Every appointment was made by myself. There were two criteria. One was that they had to be good people. The other was that of a broad geographical representation. Members were chosen for their interest in teaching and in students, not for agreeing with the Conference Rationale. This was a guideline, not a dogmatic statement. I was glad there were differences of opinion. It prevented tunnel vision. In raising issues, members kept a balance. The veterans provided a balance against the other extreme of sensitivity training.97

⁹⁵ Personal Interview, March 14, 1972.

⁹⁶ Personal Interview, March 27, 1972.

⁹⁷ Personal Interview, March 14, 1972.

Speaking on the curriculum committee structure itself, Odynak commented on the need to have a system of checks and balances.⁹⁸ It was Odynak's influence that primarily determined what people were to work with Ledgerwood in the long and arduous task of translating the proposal into actual programs. Thus, Odynak was very influential in structuring, to a large extent, the circumstances under which the future course of events would evolve.

Another kind of support for Ledgerwood came from Torgunrud. His influence was felt soon after he assumed the position of Associate Director of Curriculum upon his return from the United States. During one of the meetings of the Committee of Five, in the fall of 1968, it was because of Torgunrud's influence that things fell into place.

Ledgerwood explained it this way:

We were grappling with objectives. There were knowledge, skill and value objectives. At that point we were listing them in that order. Since value objectives were so important we had to show this in some way. We were at that point where we could not see the forest because of the trees. It was then, that Torgunrud sat back and in his own inimitable clear-thinking way said: 'If that's what you're trying to say, why don't you say it? If you really believe that values are the most important thing, then put them first.' It was just as if a light had turned on, it was so simple. So we did. From there on everything else fell into place.⁹⁹

The personal efficacy of persons such as Torgunrud and Ledgerwood was found to have impressed curriculum developers who had worked with them. Said H. J. Hall:

⁹⁸ Ibid.

⁹⁹ Personal Interview, March 20, 1972.

Torgunrud came at the right time and gave the impetus. He and Ledgerwood were the powerful figures on the committee. Doug needed the set up we had and we needed Doug.¹⁰⁰

Kirman, a relative latecomer on the scene, observed Ledgerwood and Torgunrud in this fashion:

Ledgerwood edited our brainstorm sessions' products. Then he would suggest a proposal to us which we discussed. As departmental representative he had the greatest leeway. He was not as much a leader as he was a coordinator. If there was a leader, it was Torgunrud.¹⁰¹

One of Ledgerwood's strongest points was his apparent ability to influence teachers. They perceived him as a colleague, rather than as an official representative of the Department of Education:

Ledgerwood, he is Mr. Social Studies. He is not a bureaucrat as much as he is a teacher.

Ledgerwood understands social studies as well as anyone could understand it. He is a teacher first, one of the few bureaucrats who had the insight to see the teachers' problems. He has not forgotten what it is to teach.¹⁰²

This success did not come by chance, although to some it seemed a result of charisma. Ledgerwood himself explained how he established informal channels of communication:

I purposely set out to cultivate these informal contacts in order to find out what teachers and students wanted. I travelled all the way to Red Deer to sit in on an executive meeting of the Social Studies Council, just to make myself known to them and to say: 'Here I am. I want your help.' The Department had an aloof,

¹⁰⁰Personal Interview, April 13, 1972.

¹⁰¹Personal Interview, March 28, 1972.

¹⁰²Personal Interview with M. Hegarty, March 17, and R. W. Lamb, April 26, 1972, respectively.

hand it down kind of image I had to overcome. I also made a trip to Calgary to get to know the major supervisors and social studies people in each of the systems there. I set out purposely to cultivate the informal support of the University and the school systems there as well as the Social Studies Council. It paid tremendous dividends. Informal linkages were extremely crucial and they didn't just happen by chance.¹⁰³

The way social studies developed was a result of a combination of factors. There were three that were particularly important in influencing its direction. These were: (1) positions of leadership in the Department of Education, the universities, and the ATA Social Studies Council; (2) personal qualities which these persons possessed and utilized; and (3) a wider social environment, conducive to change at that particular moment in time.

III. CHAPTER SUMMARY

This chapter described two phases in social studies curriculum development. The first phase was devoted to those events that related to the June Conference. The second phase traced the development and approval of a framework on the basis of which programs for a new social studies curriculum could be written.

General dissatisfaction with the present program and uncertainty regarding its objective led to the calling of the June Conference. This resulted in renewed enthusiasm and a directive for further action.

¹⁰³Personal Interview, March 20, 1972.

Personnel, policy and structural changes at the Department of Education and a changing social environment were conducive in accelerating the pace toward a more open-ended curriculum. The objectives and methodology of the new Social Studies 30 were reiterated in the proposal for a new social studies program. Beyond that, the new program called for an equalization of the affective domain with that of the cognitive domain, and the opportunity for the teacher and students to structure up to one-third of the program, according to the needs of that group.

It was found that the Department of Education was particularly effective in providing leadership for the development of the social studies during these two phases. The University still exerted considerable influence, but it was more through individual than through group action and resided primarily with members in the Faculty of Education. The connection with other faculties, which had characterized the early efforts of the Interfaculty Committee, was no longer evident. The influence of practising teachers and administrators had increased considerably through the re-structuring of the social studies subcommittees. The potential influence, inherent in a partially unstructured program and substantiated by the revision of General Regulations, Section 10, was as yet to be felt.

One of the most crucial stages in the development of a new Alberta social studies curriculum had come to an end. A framework had been designed on the basis of which

programs could be written. The rationale was firmly established. What remained to be done was to transform the master plan into tangible programs of action.

CHAPTER VI

CONSOLIDATION OF REFORM: FROM BLUEPRINT TO ACTION PROGRAMS

With the acceptance in principle of the proposed course outline and the authorization of the establishment of ad hoc committees to develop social studies programs curriculum development had entered a new stage. Two major tasks that faced curriculum developers were (1) the writing of course outlines for each grade level in accordance with the rationale of the proposed outline and (2) an elaboration of the outline for the benefit of teachers who wanted guidance in teaching the new courses. The curriculum guides or handbooks were to be the official documents for that particular function.

This chapter traces the process by which these tasks were performed. In addition, it presents those events and decisions, in the context of the environment, which were considered as potentially influential in the development of the social studies curriculum.

The chapter begins with an examination of the process by which the ad hoc grade committees for Grades VII, VIII and X undertook their task. Since such a large number of people were involved in the program writing stage, it became necessary to trace developments in elementary and secondary

social studies separately.

Minutes were kept for proceedings of ad hoc committees developing course outlines for Divisions III and IV. Development in Divisions I and II followed a different procedure. Development of sample units took the place of writing course outlines. In general there was not as much structure at the elementary level as there was at the secondary level. This fact was also reflected in the mode of operation of curriculum committees at each level. As a consequence, the course of events in the elementary field was somewhat more difficult to trace than in the secondary field.

The focus in this chapter shifts back and forth among the various curriculum committees such as the ad hoc committees, subcommittees and curriculum boards. From the beginning of 1969 until 1972 courses and sample units were written and approved, curriculum guides were prepared, and work was begun in the dissemination and implementation of the new social studies. The latter function was achieved through a cooperative arrangement between the Department of Education and the members of the ATA Social Studies Council. Other events that influenced the development of social studies over these three years are included in this chapter.

The chapter is divided into three sections, each of which deals with events during a certain period. Phase One extends from the beginning of 1969 until the summer of 1970, Phase Two from the summer of 1970 to the summer of 1971, and Phase Three from the summer of 1971 to the summer

of 1972. Each phase concludes with an identification and analysis of influential developments during that period.

I. DELIBERATION AND PRODUCTION

Developments in Secondary Social Studies

Grade ad hoc committees became operative during the first two months of 1969. Originally all chairmen were members of the Social Sciences Committee. For each of the Grade VII - XII ad hoc committees, they were respectively: N. Kozak, R. J. Bird, S. Morie, E. T. Wiggins, D. W. Ray and A. R. Brown. Wiggins relinquished the chairmanship of the Grade X committee in May and of the Grade XI committee in September, but he remained active as a member of both the ad hoc committee and the Secondary Social Sciences Committee. Wright assumed the Grade X chairmanship, while Koilpillai took the chair in the Grade XI ad hoc committee.

The chairmen provided liaison with the Social Sciences Committee. Department of Education officials, such as Ledgerwood, Sherk and Odynak, provided further coordination with Elementary and Secondary Curriculum Committees and Boards.

Odynak outlined the function of the grade ad hoc committees as follows:

The task of the ad hoc committee . . . was to prepare a course outline which would become the official publication of the Department. A secondary task was to

prepare a curriculum guide which would take the form of a service publication.¹

He reminded the committee members to keep in mind the objectives as laid down in the Tentative Course Outline. An emphasis on value objectives should be a first consideration. It was the task of the committee to "operationalize these objectives."²

Enthusiasm on the part of some social studies teachers at the beginning of 1969 was high. Even within the existing curriculum, some teachers were experimenting with the new approach embodied in the rationale of the new social studies. One of those groups was to be found at James Fowler High School in Calgary. Moira Hegarty, in charge of social studies teaching at this school, had been active in Social Studies Council work. She also had planned and executed a workshop session on the inquiry method in October 1968.

H. J. Hall, chairman of the Elementary Social Studies Curriculum Committee, who had seen her in action commented:

Moira Hegarty was doing the best our elementary social studies teachers had been doing for many years by the way she used displays, the approaches she used and the individual help she gave the students. It was a tremendous breakthrough. She brought the Enterprise Method of Instruction at its best--what it really entailed--in the high schools.³

¹Minutes, Grade VIII Ad Hoc Social Studies Curriculum Committee, February 11, 1969.

²Ibid.

³Personal Interview, April 13, 1972.

This was how Hegarty herself viewed the scene in social studies development during the latter sixties:

The winds of change in social studies have been blowing to a hurricane with help from the Hall-Dennis Report, the new proposed curriculum in social studies for Alberta and the report, What Culture? What Heritage? from the Canadian History Project. All of them make a plea for a student-centered, student-involved social studies classroom based on inquiry-discovery teaching.

We constantly test concepts of anthropology economics, political science and sociology, the ability to identify values, and the ability to apply specific evidence to generalizations. Inquiry would be on much sounder ground if we explored the students' present and future needs.

Most of the social studies teachers at James Fowler High School have become enthusiastic about the inquiry approach, and we feel that even with the existing curriculum in Alberta we have been able to explore the inquiry method. The more we explore it, the more committed we become.⁴

Yates, social studies curriculum supervisor, for the Calgary Public School Board, cited Hegarty and Simon as influentials: "We had a professional pressure group here that was recognized by the media and through positive student feedback."⁵

When queried how she perceived her function as head of the social studies department in the school, Hegarty replied:

In-service is my most important responsibility. At the beginning of social studies revision this school was considered a lighthouse. I drew people to it who were of similar mind. Amazingly the Department of Education started to recognize us. The school board stood up for what we were doing against the government inspectors. But then things changed. Three of our teachers were appointed to be on the ad hoc committees.⁶

⁴ M. Hegarty, "Possibilities within the Present High School Curriculum," One World, Vol. 7, No. 3, March, 1969.

⁵ Personal Interview, March 17, 1972.

⁶ Personal Interview, March 17, 1972.

One of the teachers Hegarty was referring to was M. G. Costanzo. She became a member of the Grade X Ad Hoc Committee. A closer examination of the minutes of this ad hoc committee showed an interesting development. The initiative by Costanzo and two other teacher representatives from Southern Alberta was apparently influential in this particular development.

Koch, from Western Canada High School in Calgary, and Costanzo gave a brief summary of the Calgary Teachers' Convention. A session at this convention had been devoted to the new proposed Social Studies 10 course. Clark, from Lethbridge Collegiate, voiced the idea that it was difficult to decide what was content and what was method. Wiggins, the chairman, cautioned against discarding all traditionalism. It was not all bad. Koch and Costanzo then presented a Proposed Outline for Social Studies 10. During discussion of this proposal Wiggins wondered if this should all be approached from an historical point of view. Consensus of opinion was that it should not. Odynak stressed the idea that if the course offered problems of interest in a wide range, then there would be something for all students. This would eliminate special courses for some students.⁷

After considerable discussion of the Grade X Proposal, it was moved by Clark and seconded by Seward, from Westlock Senior High School, that:

⁷Minutes, Grade X Ad Hoc Social Studies Committee, March 10, 1969.

We accept in principle the ideas in Unit One - Canada Unity and Diversity; Unit Two - Canada Nationalism and Internationalism; Unit Three - Problems of Current Interest to Students.⁸

Since the motion carried, the members of the committee opened the way for the implementation of suggestions by Costanzo and Koch. The next meeting was occupied with much discussion and clarification by Odynak on the operation of the committee. Although Odynak had pointed out that value objectives were the committee's first consideration, there was considerable discussion about the relative importance of each of the three types of objectives. It was decided that the committee start with content objectives.⁹

During the next meeting of the committee, a number of important developments took place. Wiggins introduced Ledgerwood to committee members. After adoption of the minutes, the discussion centered once more on objectives. Minutes of the meeting indicated the following course of events:

The first item to be discussed was the knowledge objectives we had developed at the last meeting. The question was whether we were heading in the right direction. Miss Constanzo presented a proposal stating some of the considerations she felt to be important in the development of a curriculum and an example of how this might be developed. Most of the committee members felt that we must focus this curriculum in Grade X on problems affecting Canada. After discussion of Miss Constanzo's proposal the members felt that we should abandon the content objectives.¹⁰

⁸ Ibid.

⁹ Minutes, Grade X Ad Hoc Social Studies Committee, April 28, 1969.

¹⁰ Minutes, Grade X Ad Hoc Social Studies Committee, May 22/23, 1969.

Upon a motion by Willey, from Bonnie Doon Composite High School, Edmonton, seconded by Costanzo, the committee decided to begin its tasks by establishing the value issues that were inherent in the Social Studies 10 course. After developing value issues another problem arose:

The next problem was where do we go from here. Mr. Ledgerwood reviewed the factors which must be in the course. It seemed that our problem was: What is the medium by which this content is to be studied? Mr. Willey suggested some broad knowledge questions under each of these value issues. The purpose of these knowledge questions would be to generate knowledge in order to understand and resolve the value issues. Inquiry skills should be used in answering these questions.¹¹

The meeting adjourned upon a motion by Koch. When it reconvened the next morning Clark, Costanzo and Koch presented a proposal for discussion. Canada should be studied under two headings: (1) Canada--united or diversified; and (2) Canada--national or international. Problems stemming from political, economic and cultural areas would be studied under each of these headings. Much time was spent on discussing how much prescription should be in the course and how much content should be stated. The committee accepted the idea that in studying the problems of Canada there were two basic issues: internal and external problems. Key value questions under each of these two headings were to be prepared for the next meeting, with some key concepts to be used as a knowledge base.¹²

The committee accepted with regret the resignation

¹¹Ibid.

¹²Ibid.

of Mr. Wiggins as chairman. Odynak reported two new committee members: Mr. J. Wright, chairman, and Mr. N. Brown.¹³

The above cited development signified a trend away from the past to the present and future and from the cognitive domain to the affective domain. This was in accordance with the philosophy of such influentials as Hegarty and Simon, earlier cited by Yates (page 156). Asked whether or not the former two and Ledgerwood had a certain philosophy in common, Simon replied:

Yes we did. We agreed very strongly that social studies ought to orient students' concerns to the future. I had developed the concern with policy making, the "should" question at Victoria Composite High School in Edmonton in 1966-67. Ledgerwood took to it in 1967. In the fall of 1967 I left for Calgary where I worked in close contact with the social studies department heads. Moira Hegarty and I talked "inquiry" and the "should" question. The "should" question took. Doug went for it. So did Moira.

Mrs. Adamec, Miss Costanzo at that time, took this with her to the Grade X ad hoc committee. That's how it made its appearance in the committees. It was not new. It also was mentioned by Powrie in his Economic Unit in the new Social Studies 30 when he urged to have kids ask policy questions such as: 'Is the price of milk to rise?' Most likely many more people aside from myself thought of the "should" question.¹⁴

Since priority was given to the development of the Grade VII and X course outlines, ad hoc committees charged with their preparation were singled out for particular attention. It was noted how one of these, the Grade X committee went through a period of intensive deliberation before embarking on its ultimate task of designing a course outline. The Grade VII Ad Hoc Committee appeared to have had less

¹³Ibid.

¹⁴Personal Interview, March 16, 1972.

difficulty toward the acceptance of a proposal.

Yates, one of the members of this ad hoc committee, described some of the procedures:

The grade ad hoc committees were given the green January 1969 proposed outline. There were mainly three other inputs: (1) Frank Simon at Calgary, (2) Leif Stolee in Edmonton, and (3) the 39th Yearbook of the National Council for the Social Studies.

The curriculum guide would go to the Social Sciences Curriculum Committee. Once we had accepted their rationale, then we had to appeal for any additions, deletions or changes. The hierarchy saw to it that the emphasis on value objectives was met. The value issues for Grades VII - XII were pretty well determined by the Ledgerwood ad hoc coordinating committee.¹⁵

Arnold, another member, had these comments:

We were briefed on the philosophy and took it from there. The Grade VII Ad Hoc Grade Committee bought the philosophy. They agreed among each other whereas other grade ad hoc committees fought like cats and dogs.¹⁶

Reports by chairmen of the various grade ad hoc committees to the Secondary Sciences Committee indicated the following developments:

Grade VII. Kozak reported that his committee had held seven days of meetings and had made good progress. He circulated a mimeographed copy of the Grade VII program. His committee hoped to involve a number of disciplines related to the problem. There would be more definite signs of progress after the next meeting of the committee.

Grade VIII. Bird reported that his committee had held two meetings. They had succeeded in drawing up a tentative format which would deal with the four stages in the economic growth of a nation. They were now in the process of developing specific objectives.

Grade IX. Morie reported that his committee had met twice. Most of the time was spent in orientation and in general discussion on the work of the committee. The members were now doing individual work on value concepts.¹⁷

¹⁵ Personal Interview, March 17, 1972.

¹⁶ Personal Interview, March 9, 1972.

¹⁷ Minutes, Secondary Social Sciences Curriculum Committee, May 7, 1969.

A discussion of progress in the Junior High program followed. Sherk suggested that care must be taken to ensure that the same concepts were not developed in the same way in each of the three grades. Each grade, he suggested, might use a different discipline.

Grade X. Wiggins reported for his committee. He started by saying that his committee was in trouble and needed help. He was concerned about the removal of history and the structuring of content. Many teachers needed a guide. Therefore, one should be made available to them. In addition to value objectives, the course must have knowledge objectives. He then gave a detailed account of the progress of his committee.

Grade XI and XII. Ray reported that most of the problems of his committee centered about what to put in each grade. No two members of the committee agreed. There were several suggestions, the merits of which were still being considered. A. R. Brown added that knowledge concepts were needed to develop values. Also time allotted to problems of current interest should be related to the rest of the course in content.

Upon a motion by Brown, seconded by Kozak, the committee decided to request permission for up to fifteen pilot courses in each of grades VII and X for the school year beginning September, 1969, provided that outlines were ready.¹⁸

The Secondary School Curriculum Board gave approval to the introduction of up to fifteen experimental classes in each of Grades VII, VIII and X social studies during the 1969-70 school year. Members also decided to have both Social Studies 10 and 20 as prerequisites for Social Studies 36. Bliss and Berry declared their opposition and had their negative votes recorded. A Social Studies 33 course was to be introduced requiring only Social Studies 10 as a pre-requisite.¹⁹

¹⁸ Ibid.

¹⁹ Minutes, Secondary School Curriculum Board, June 5/6, 1969.

The Advisory Board on Curriculum and Instruction replaced the General Curriculum Committee. The latter had been defunct since its last meeting in April 1967, when the curriculum structure had been discussed. A strong polarization between professionals, represented by the ATA, and lay people, represented by the Home and School Association, had led to the defeat of several motions relative to the committee structure for curriculum development.²⁰ Rees pointed out that while members of the Advisory Board were nominated by interest groups, it was not expected that individuals would represent any particular organization. After the frame of reference of the committee had been outlined, reports on various subjects were given. Odynak reviewed the Tentative Course Outline in Social Studies which members had received. Concern was expressed about library facilities needed for such a program, as well as teacher training, both of in-service and pre-service nature, if this program were to be successfully carried forward.²¹

Odynak introduced new members on the Secondary Social Sciences Committee at its first session in the fall of 1969. They were Miss D. Puetz, Miss P. A. Arnold and Professor Klassen to replace McDougal, Ray and Toews. This meant that the Grade VII Ad Hoc Committee had two representatives, aside from Ledgerwood, on this committee with none for the Grade X and XI committees except Wiggins who was elected

²⁰ Minutes, General Curriculum Committee, April 21, 1967.

²¹ Minutes, Lay Advisory Board on Curriculum and Instruction, June 9, 1969.

secretary. Members decided to have an ad hoc committee struck to compile a list of reference and resource material for the social sciences beyond the social studies core. Sherk reported the decisions of the Secondary Curriculum Board relative to Social Studies 33 and 36. Members decided to request that Board to reconsider its decision in regard to the retention of Social Studies 33 with only one prerequisite.²²

After the chairmen of the Junior High School ad hoc grade committees had completed their progress reports, a lengthy discussion followed on the subject of overlap. It was moved by Aoki and seconded by Marshall:

That the Chairmen of each of the Grade VII, VIII, and IX Committees, together with Mr. C. D. Ledgerwood as Chairman, act as an Ad Hoc Committee to coordinate the Junior High School Social Studies programs.²³

The motion carried.

After presentation of the Grade X, XI and XII reports by Ledgerwood, Wiggins and A. R. Brown respectively, the meeting adjourned.

Two weeks later, Ledgerwood and the three chairmen met in accordance with the decision cited above. Ledgerwood drew the attention of the chairman to material which had been received from Stolee and Aoki. In the light of what Aoki had submitted, the group felt a need to distinguish between curriculum and instruction. The group adopted the view that curriculum prescribes the results of instruction but not the means, materials, or even the instructional content by which

²²Minutes, Secondary Social Sciences Curriculum Committee, October 30, 1969.

²³Ibid.

this may be achieved. At this point the chairmen recorded the following:

We favour an interdisciplinary approach concentrating on learning of the processes common to many disciplines. The multi-disciplinary approach, in our view, has a dehumanizing effect, with the student becoming more of a technician than a citizen.²⁴

Borrowing from the Johnson articles,²⁵ submitted by Aoki, the group then spelled out the relationship between curriculum and instruction and delineated the following three responsibilities:

- (1) a) Select from the cultural reservoir those elements which will constitute the master curriculum.
- b) Order or structure the selected elements . . .
- (2) Select from the master curriculum those elements which should be developed in a specific program . . .
- (3) Select specific learning content . . .²⁶

It was the considered opinion of the group that (1) above was the responsibility of the Social Studies Coordinating Curriculum Committee when they were drawing up the Tentative Course Outline, (2) above was and is the responsibility of the Ad Hoc Social Studies Committees, and (3) the responsibility of the teachers. The group accepted the outcomes established by the Tentative Course Outline:

They implicitly established priorities and structural relationships among curriculum elements. It now remains

²⁴ Minutes, Junior High School Social Studies Ad Hoc Curriculum Committees - Meeting of the Chairmen, November 13 and 17, 1969.

²⁵ Mauritz Johnson, "Definitions and Models in Curriculum Theory," pp. 127-140 in Educational Theory, Vol. 17 (2), April, 1967; "The Translation of Curriculum into Instruction," pp. 115-131 in Journal of Curriculum Studies, Vol. 1 (2), May, 1969.

²⁶ Minutes, Junior High School Social Studies Ad Hoc Curriculum Committee, November 13, 1969.

for these priorities and relationships to be made explicit.²⁷

When the chairmen reconvened, the proposal submitted by Stolee was considered. They concluded that his proposal dealt with instructional and instrumental content and that it should prove to be of great value to the Junior High School Ad Hoc Committees.

Odynak and Torgunrud were invited to join the committee of chairmen to broaden the focus beyond the Junior High grades. These gentlemen helped to broaden the perspective and offered suggestions for relating the Junior High School Program to the programs at other levels. Some of the conclusions that were finally reached were:

- (a) Grade VII, VIII, and IX Committees should give serious consideration to using the Grade X format as a model in preparing their course outlines. The important aspect to be considered is the way in which the value issues are a central focus in the Grade X format.
- (b) Grade VII should deal with a thematic approach as set out in the Tentative Course Outline. This study should provide the basic conceptual understandings needed for the in-depth studies at Grade VIII and IX levels. The Grade VII Committee may wish to identify exemplary instrumental content. However, they should also establish criteria to be used by teachers and students in selecting additional instrumental content.
- (c) The Grade VIII and IX Committees should each develop a list of criteria for selecting the cultures to be studied. Naturally, one major criterion should be that the culture be illustrative of the value issues under study.²⁸

The Secondary School Curriculum Board discussed a

²⁷ Ibid.

²⁸ Minutes, Junior High School Social Studies Ad Hoc Curriculum Committee, November 17, 1969.

request from the Prairie Bible Institute School Board to the Minister of Education for granting credits for each of four religious courses, under Regulation 10 of the Department of Education Act and regulations pursuant thereto.

Torgunrud suggested that this request might be accommodated under the problems of interest section in the social studies which was designed to take up to one-third of the course in that field. Sherk and P. A. Lamoureux stressed that the one-third in the proposal for social studies should be devoted to problems of current interest to students and not to religious studies. Berry indicated that this Board should protect the rights of students and that compulsory courses with a definite point of view had no room in the curriculum. The committee then decided to recommend to the Minister that the request for approval and granting of credit be denied.

Sherk reported that one subcommittee was studying resource materials for social science options and that another was attempting to articulate the proposed Junior High School social studies. He then expressed his concern about Social Studies and the proliferation of courses. The members decided to rescind the motion carried in the previous meeting which had made it possible for Social Studies 33 to be created with only Social Studies 10 as a prerequisite. The motion regarding prerequisites for Social Studies 36 was delayed in its implementation until feasible.²⁹

²⁹ Minutes, Secondary Curriculum Board, November 13/14, 1969.

The ATA Social Studies Council met on November 15, 1969. This meeting had been planned for the express purpose of developing an in-service strategy for social studies. After introductory remarks by G. Roberts, Social Studies Supervisor, Edmonton Separate School Board, and Ledgerwood, a workshop film "Workshop Process" was shown. The following four persons then presented approaches to professional development as viewed by the organization they represented: Bride for the ATA, Ledgerwood for the Department of Education, Aoki for the University of Alberta and Reid for the Edmonton Public School Board. Hegarty presented an organizational plan, initiated by the ad hoc committee of the Council for the implementation of social studies workshops. The group accepted this proposal with the proviso that the Council would formulate a rationale for the whole organizational structure. It was estimated that the rationale would be formulated in December, distributed and ratified, so that workshop teams would be operative by February.³⁰

Hegarty had this to say in connection with the meeting:

The Council called a meeting in 1969 to which we invited representatives from the Department, the University and the School System. We did so with trepidation but they were most cooperative. At one time the relationship with the Department of Education was bad. But there has been a gradual improvement. There is a different climate. New men, new policies. Apparently Hrabi and Torgunrud did not fit the old mold. I must give the Department credit.³¹

³⁰ Minutes, ATA Social Studies Council, November 15, 1969.

³¹ Personal Interview, March 17, 1972.

Torgunrud commended Ledgerwood for his efforts in planning and executing this meeting. He then continued to present some comments on the implementation of new programs in general:

. . . before making decisions relative to instrumental procedures the objectives of the project must be clear. The polar positions of possible objectives are 'pedalling a product' or 'altering attitudes.' Because we have at least a good beginning on a product it would be very easy to gravitate toward 'pedalling' rather than altering.' I firmly believe that an awareness of this polarity must be uppermost in the minds of any planners. In connection with the above, it may be reasonable to expect that full coverage of all elements in the product may have to be sacrificed in the interests of exercising a change in attitude.

Finally, I believe we should be very realistic in what we hope to achieve through this provincial coverage by whatever means is chosen. We have agreed that it is going to take time and a great deal of patience. In my opinion we cannot hope for much more than a stimulation of the awareness of the elements essential to the new social studies program. The necessary skills required of teachers to successfully handle the program are to grow primarily out of their efforts in the daily classroom activity.³²

Ledgerwood presented copies of the minutes of the meeting of chairmen to the members of the Secondary Social Sciences Committee. After lengthy discussion the members agreed to accept the conclusions reached by the meeting of chairmen as recommendations. Members also decided to replace the title "Non-Western Societies" with "Afro-Asian Studies" and "Western Societies" with "Western Studies." The following motions carried:

Aoki-Kozak: That the Secondary Social Sciences Committee approve piloting the new Grade IX course in September 1970.

³²Memo, Torgunrud to Ledgerwood, November 26, 1969.

Brown-Marshall: That Consumer Education and Local Government be added to the list of value issues in the Grade X course.

Brown-Morie: That this committee go on record as expressing concern with respect to the way in which the Grade VIII committee has categorized societies.

Brown-Morie: That if course outlines are sufficiently ready, Grade XI and XII Social Studies piloting be permitted in September, 1970.³³

Ledgerwood reported that the new Grade X course was presently being piloted. The committee hoped to have revisions completed by March 1, 1970. Questionnaires were being circulated among piloting teachers to identify points of difficulty.

Motions passed which were relative to members of the Grade VIII ad hoc committee were communicated by Ledgerwood:

One motion arose from the ethnocentrism apparent in the course title . . . a second motion expressed concern over the use of an economic classification for selecting cultures to be studied at the Grade VIII level.³⁴

At the next meeting of the Secondary Social Sciences Committee, Bird reported that action had been taken by the Grade VIII Ad Hoc Committee to correct the categorization of societies. At the same meeting A. R. Brown opened a discussion on the question of the use of "one-third time." The members agreed to revise part D on page 12 of the new course for Grade X. Part D read in part:

Approximately one-third of class time in Social Studies 10 should be devoted to problems that are of current interest to students and teachers . . .

³³ Minutes, Secondary Social Sciences Committee, December 17, 1969.

³⁴ Memo, Ledgerwood to members of the Grade VIII Social Studies Ad Hoc Committee, December 22, 1969.

Problems that meet the above criteria may involve anything from Alienation to Zen Buddhism.³⁵

After agreed upon, the revision read:

Approximately one-third of class time in Social Studies 10 may be devoted to problems that are of current interest to students and teachers . . .

Problems which meet the criteria which follow may arise as extensions of the main theme of the course.³⁶

Grade ad hoc committees then presented their reports.

After a discussion of the Grade VII report the following motion was carried:

Bird-Puetz: That the major issues expressed in course outlines be normative in nature.³⁷

Members also endorsed the recommendation of the amended course outlines for Grades VII and VIII and of Section B of the Grade X outline for optional use in the school effective September 1, 1970. Sherk pointed out that course outlines were to be a shorter document than the curriculum guide. The former were to show only the themes and value issues of the course. Remaining material, value and conceptual questions, would appear in the curriculum guide. Odynak reported on plans by the Department to pilot courses in Grades IX, XI, and XII in 1970-71. There would be forty-five classes each receiving a resource grant of one hundred dollars. For each grade level, ten would be in Edmonton and Calgary, with the other five distributed across the province.³⁸

³⁵ Minutes Secondary Social Sciences Committee, February 23, 1970.

³⁶ Ibid.

³⁷ Ibid.

³⁸ Ibid.

Sherk sought approval for course outlines at the next meeting of the Secondary School Curriculum Board. In the discussion that ensued, parental reaction, in-service education, and structure were debated. Hawkesworth and Berry raised the question of parental reaction to a discussion of controversial problems within the one-third time that had been set aside. Sherk reported that so far no problems had arisen. Hrabi pointed out that the teacher was responsible to the school board when he introduced new materials. Hawkesworth stated the need for school board members to be informed that the one-third time could possibly lead to conflict. Mrs. G. Kilgannon (Lay Advisory Board on Curriculum and Instruction) suggested a need for inservice education. Sherk averred that this had become a full time task of the ATA Social Studies Council. Rees was intrigued by the outlines. He thought that the topics were excellent and that the teachers should try this affective domain. Both he and Torgunrud wanted to see just a bit more structure to the outlines. They suggested that this could be abridged from the Tentative Course Outline, approved previously. The following motion carried:

Sherk-Hawkesworth: that each grade course outline be preceded by a value statement, a content statement and a skill statement which could be abstracted from the tentative course outline approved previously.³⁹

Subsequent motions for the use of Grade VII, VIII and X course outlines on an alternative basis, effective

³⁹ Minutes, Secondary School Curriculum Board, March 2/3, 1970.

September 1970, and for the operation of pilot classes in Social Studies, Grades IX, XI and XII, were approved. Berry suggested that there should be a more structured evaluation.

Marshall tendered his resignation from the Secondary Social Sciences Committee for health reasons. Peutz became chairman of the Resources Subcommittee in his place. Sherk reported the approval the Curriculum Board had given to the Grade VII, VIII and X course outlines and the ruling the Board had made on the inclusion of the preamble, together with themes and value issues, in the Program of Studies. They were, therefore, mandatory. He reported also that there was a directive from the Board for this committee to report back on evaluation of pilot courses. Ledgerwood presented a copy of a three-page questionnaire, revised and sent to all Grade X pilot teachers. Nothing similar had been done for Grade VII and VIII up to this time. Members decided that, whenever feasible, evaluation procedures be established for Grades VII to XII and given to the ad hoc committees. It was understood that Ledgerwood would coordinate this work.

Most of the grade ad hoc committees had either completed their work or were in the process of examining the list of resource materials for their course. Odynak opened a discussion on the retention of final examinations in Social Studies 30. After some discussion the members decided in favour of the following motion:

Wiggins-Brown: that the final examination in Social Studies 30 be dispensed with at the earliest possible date and that beginning January 1971, at least fifty

percent of the student's mark be on the teacher's assessment.⁴⁰

Sherk, who was leaving Alberta for some time, expressed his appreciation for the cooperation of the members of the committee. He thanked the retiring members, Bird, Aoki and Wiggins, for their work. The meeting was adjourned.⁴¹

Developments in Elementary Social Studies

Elementary and Secondary Social Studies developments proceeded on a broken front. The development of specifics at the elementary level was to be of a different nature than at the secondary level. There was less teacher specialization and more integration of subject matter from different fields. There were, however, three developments to which attention had been directed:

(1) Selections for a new Social Studies Catalogue have been made by the Elementary Social Studies Curriculum Committee with due regard to the proposal;

(2) The Elementary Social Studies Curriculum Committee will meet in the near future to prepare a set of criteria to be used by district groups wishing to develop units of study. It is also intended that the Committee will provide a unit of study which may be exemplary in its interpretation of the proposed Course Outline.

(3) Districts which have personnel, time and materials, are invited to develop units of study. Inquiries and recommendations concerning this development will be welcomed.⁴²

⁴⁰ Minutes, Secondary Social Sciences Committee, May 15, 1970.

⁴¹ Ibid.

⁴² E. A. Torgunrud, "Social Studies in Transition," One World, Vol. 7, No. 3, March 1969.

The second meeting of the Elementary School Curriculum Board took place on March 26, 1969. Ledgerwood gave the Social Studies Report. He mentioned the development of a model unit. This would only be at one grade level, just to establish the format, relationship between objectives, content and evaluative processes. Mrs. D. Balfour, of the ATA, pointed out that the unit guides now available were obsolete. New guides would have to be developed in order to follow the new curriculum with its new philosophy and different approach.

Hrabi asked if the Elementary Social Studies Committee was going to further develop the program. Ledgerwood replied that this would be coming up at the next meeting but that he hoped there would be some further service document to supplement the program as described in the course outline. It would be necessary to distribute the model unit to school systems and staffs in some form. Probably this would be part of the curriculum guide.

Members questioned how mandatory this program was or how far a Board would be obligated to pursue the new course if it was not provided with the necessary resources and information regarding necessary instruction materials.

Torgunrud replied:

The best thing we can do in this regard is to offer the environment in which local priorities will take over. Recognizing limits on resources do you write a program designed to attend to the practicality of the situation or do you write a program to raise visions for society and provide additional opportunities? We have taken the following actions:

1. We have worked continuously with the publishers to encourage the preparation of materials that are in keeping with our intended program.
2. We are working closely with the Supervisor of Library so that she may make her contacts aware of developments.
3. We have started early distribution to bring about an awareness in local areas.
4. We have revised the Catalogue while anticipating the new program.
5. We have discussed at some length with the Audio-Visual Branch the choices which they could make in their program materials to accommodate the new program.

The intent still stands but the target date has been deferred. Eventually we will do something provincially to draw upon materials generated locally but at this moment further developments are awaited.⁴³

The meeting concluded with an oral presentation by Torgunrud on the Elementary Education Conference which had been held March 18-21, at Camp He-Ho-Ha, Lake Isle. It was hoped that the Committee on Aims and Objectives would present a statement of purposes of elementary education for approval to this Board. These would become guidelines for this Board and its committees.⁴⁴

The Elementary Social Studies Committee was informed that a suggestion had been put forth for the development of a model unit that could be used as a guide for teachers in developing other units. A Critique by the Curriculum Framework Committee of the ATA Social Studies Council was discussed. Pedde reported on the formation of the Framework Committee and on their method of examining the new social studies curriculum. In view of their criticism that the committee

⁴³ Minutes, Elementary School Curriculum Board, March 26, 1969.

⁴⁴ Ibid.

should take a more definite stand on values to be taught, Torgunrud recommended to list specific values and to arrange them on levels that were universal and acceptable to our society.

Ledgerwood and Carter submitted interim reports and samples of a unit on pupil initiated problems carried on by a Grade V class in Grande Prairie. A proposed Grade IV social studies course outline, "Man in Alberta," prepared by the Calgary Separate School Curriculum Study Committee was discussed.

The following members were chosen to serve on an ad hoc committee that would develop criteria for social studies units and a model unit: Torgunrud, Ledgerwood, Pedde and Carter.⁴⁵

At the next meeting of the committee, Ledgerwood and Carter presented a progress report on developments in the Grade V class at Grande Prairie. Ledgerwood had written the Calgary Grade IV group. Specific suggestions for the development of a unit would be sent. In the meantime, they were encouraged to proceed. Members felt that no committee for choosing materials should be set up until model units for the new course were ready. Torgunrud reported on the Model Unit on Comparative Communities as had been prepared by the Ad Hoc Committee. A list of suggested guidelines for developing units was presented. The members suggested the following:

⁴⁵ Minutes, Elementary Social Studies Curriculum Committee, April 28, 1969.

The criteria list be put in question form and follow the proposed outline. Both diagrams and explanations were to be used. Resource people be made available for in-service programs. The ad hoc committee was to continue developing a model unit. Programs were to be developed at the classroom level after teachers had been given instruction in the same.⁴⁶

The Social Studies Handbook would state that the model displayed the type of organization that the committee felt should go into a unit but that there was plenty of scope for innovations by teachers. Kirman suggested that the ATA Social Studies Council assume some responsibility in programs of an inservice nature.⁴⁷

The Ad Hoc Committee met at the end of the summer holidays. Kirman and Berube were listed as members, aside from Torgunrud, Ledgerwood, Pedde and Carter. Carter was absent. Members reviewed the model unit as presently begun. Major elements were pointed out:

These were the objectives, an affective and a cognitive one; the interpretation, intended to convey the philosophy behind the unit; questions, which would form the framework for the investigation; and the generalizations, the major understandings which were to grow out of the student analysis of group and individual behavior.⁴⁸

Considerable discussion ensued concerning the relationship of such a unit to the entire Elementary Social

⁴⁶ Minutes, Elementary Social Studies Curriculum Committee, June 12, 1969.

⁴⁷ Ibid.,

⁴⁸ Minutes, Ad Hoc Committee on Elementary Social Studies, August 25, 1969.

Studies Program. Articulation required that selections be made from values, cognitive skills and substantive content. Since cognitive skills were highly dependent on the individual differences of students, the selection of such skills had to be reserved for the teacher. Generalizations should be stated in a universal manner, that is, without ethno-centric bias. If a bias were inevitable, then it should be made explicit rather than implicit.⁴⁹

The Ad Hoc Committee met a month later for a two-day session. Berube and Carter were absent. Two major tasks were identified. One was the development of a structural framework for the entire elementary social studies program. The other was a similar development for the model unit. A preamble for each of the major concepts: environment, inter-dependence, and causality, was agreed upon and stated. Minor concepts under each of these three major concepts, as found in the diagrammatic representation of the interaction process, were further delineated.⁵⁰ The committee then expanded the major elements that had been set out for the model unit.⁵¹ Kirman would prepare an operational unit for classroom application. An elaboration of criteria to be used in the development of units concluded this work session.⁵²

⁴⁹ Ibid.

^{50,51,52}, Elementary Social Studies Committee, September 29/30, 1969. Cf. p. 13, and pages 25-27 in the Elementary Social Studies Handbook. Minutes, Elementary Social Studies Ad Hoc Committee, September 29/30, 1969.

The next meeting of the Elementary Social Studies Committee was chaired by Ledgerwood. H. J. Hall had relinquished the chairmanship for Ledgerwood since Department policy demanded that the Committee should be kept revolving and representative. Kirman presented copies of a sample lesson he had prepared for Grade III. Torgunrud suggested that the committee compare the structure of this unit with the proposed model unit outline prepared by the Ad Hoc Committee on September 29 and 30. Following a comprehensive discussion on this comparison, Kirman volunteered to modify his unit for presentation to the Elementary Curriculum Board. A format for the revised unit was suggested. Torgunrud and Ledgerwood agreed to modify the criteria for the development of units that had been prepared by the Ad Hoc Committee at that same meeting.⁵³

The Tentative Course Outline, the framework for an entire elementary social studies program and the proposed model unit outline were combined in a document that became the genesis of the Handbook. Ledgerwood presented a proposed outline for a Handbook to the Elementary Curriculum Board. Sister Phillips pointed out that the demands on teachers were now so great that any assistance that could be given to acquaint them with curriculum changes should be made. The minutes indicated:

⁵³Minutes, Elementary Social Studies Curriculum Committee, November 7, 1969.

A variety of opinions were expressed relative to providing a service or perpetuating paternal expectation. In this connection, exemplary units that might appear in a Handbook would be model units as opposed to resource units.⁵⁴

The Elementary Curriculum Board decided that, within the context of the discussion, the Social Studies Committee should further develop the ideas in the Handbook Outline which they had received.⁵⁵

The development of model units accelerated during the school year 1969-70. Van Es from Calgary, since Hall's departure a member of the Elementary Social Studies Committee, was the driving force behind the development by the Calgary Separate School System. Ledgerwood distributed to members of the Elementary Social Studies Committee summaries of the progress of a local study by the Leduc County teachers. Furthermore Frankcombe, Pedde and Pendergast presented progress reports on model units for Grades VI, V and II. Members were informed regarding plans for the diffusion of the new program. Torgunrud reported that an \$80,000.-budget had been set aside for this use. Much of it would be used for developing audio-visual materials. An attempt would be made to have specific presentations in any area and with visual aids relate it to the specific program.⁵⁶

⁵⁴Minutes, Elementary School Curriculum Board, November 27/28, 1969.

⁵⁵Ibid.

⁵⁶Minutes, Elementary Social Studies Curriculum Committee, April 17, 1970.

Ledgerwood reported the development of model units in Edmonton, Calgary, Peace River, Leduc and Red Deer to the members of the Elementary Curriculum Board:

These model units would have suggestions in them for procedures for developing and evaluating units, how the unit was related to the broad parameters of the social studies program and would offer an outline for the conceptual knowledge to be covered in each.⁵⁷

He expected that some of the model units would be ready for distribution in September. Since the last meeting of this Board the subcommittee had only met once and little advance had been made in the production of the Handbook. A Rationale, which Ledgerwood had earlier distributed among the members, would be used in the Handbook. Although prepared for distribution with the Grade VII, VIII and X experimental programs, the Rationale was intended to apply to the entire program.⁵⁸

Phase One Findings

Actors and events. Odynak structured the grade ad hoc committees. The chairmen of these committees were in a potentially influential position. Odynak and Ledgerwood were facilitators. Sherk was the link with the other curriculum committees and boards. In a wider context persons such as Simon, Hegarty, Stolee and Aoki exerted influence. Pedde and N. E. Brown were presidents of the ATA Social Studies Council during this time. Kirman, Pedde, Torgunrud

⁵⁷ Minutes, Elementary School Curriculum Board, May 22, 1970.

⁵⁸ Ibid.

and Ledgerwood expanded the Tentative Course Outline during ad hoc committee meetings. Van Es, Frankcombe, Pendergast and Carter became active in the development of model units. Kirman structured a unit lesson plan, translating a model unit into an operational unit. Phillips supported the proposal for a Handbook as a Guide for teachers who needed it. Hrabi was in the background of it all, while being very much in touch with developments. Numerous others, particularly members on curriculum committees who made concrete proposals, were important.

There were two events in March 1969 that had an influence on developments in social studies curriculum. One was the Conference on Elementary Education. The other one was the submission of the ATA Critique, compiled by a Framework Committee of the ATA Social Studies Council, chaired by Simon. The Special Meeting called by the Council on November 15, 1969, was an important event. It brought several curriculum developers in different systems together and provided a forum for communication. The ad hoc elementary study committee meetings at the end of August and September, 1969, were crucial as was the meeting of chairmen of the Junior High School ad hoc committees, in November, 1969. The departure of H. J. Hall, Aoki, Bird and Wiggins and the leave taking of Sherk coincided with the end of this period. A special issue of the ATA Magazine was devoted to the new social studies curriculum.⁵⁹ Ledgerwood attended the ASCD

⁵⁹ ATA Magazine, Volume 50, No. 3, January/Feb., 1970.

Conference in San Francisco from March 14-18, 1970. While there he participated in a workshop conducted by Sax, Harmin and Simon on value clarification.⁶⁰

Decisions. The activation of the grade ad hoc committees early in 1969 and the priority given to grades VII and X were important for developments in the other ad hoc committees. The acceptance of the Grade X course outline and proposals regarding strategies in developing a curriculum as suggested by Costanzo in the Grade X Ad Hoc Committee was a turning point. The decision to appoint a new chairman and a new member to that committee, while the committee was at a crucial stage of deliberation, was an important decision.

The organization and procedures of the ATA Social Studies Council meeting was a big step forward in the improvement of relationships among curriculum developers. The acceptance of the organizational plan for inservice activities paved the way toward diffusion and eventual adoption of the new social studies. Another decision in this regard was the budget set aside for the diffusion of the program.

The approval by the Secondary School Board for experimentation with new courses in Grades VII, VIII and X during the 1969-70 school year in June 1969 made it possible to evaluate these new courses before doing a similar task with the Grade IX, XI and XII courses. At the beginning of March, 1970 aprroval was granted for making the former

⁶⁰ Memo, Ledgerwood to Saville Sax, Feb. 4, 1971.

three courses alternate courses and for piloting the latter three. Designation of forty-five classes, with a one-hundred dollar grant for each for the purpose of pilot studies, promised a more structured feedback than the evaluation procedure followed until then. The decision to send an evaluation questionnaire for the new Grade X course was a first step in an attempt toward a more structured and formal evaluation. Another decision by the Secondary School Curriculum Board that gave more structure to the program was its directive to have each course outline preceded by value, content and skill statements.

Expansion of the structural framework, the design of a model unit, and the elaboration of criteria in the development of units by the Elementary Ad Hoc Committee were influential decisions. The submission of the proposed Handbook and the Rationale to the Elementary Curriculum Board led to a decision by that Board to further development of a Handbook. The development of model units at each grade level, instead of at one level only, as was implied in March 1969, involved a large number of elementary teachers across the province.

The decision by the ATA Social Studies Council to submit a critique on the new social studies program and the fact that this was the only organization to do so, enabled this organization to exert a potential influence. Kirman's decision to submit a lesson plan for the unit on comparative communities provided a sample for the development of units.

Analysis. The establishment of ad hoc committees to develop social studies programs and the implementation of the policy of revolving teacher membership on policy making curriculum committees enabled a much greater teacher participation in curriculum development than had been the case before.

Aoki, active in curriculum development for the Department before and after 1968, described the change:

The idea of ad hoc committees seemed an indication of the Department to come all out to foot the bill. An ad hoc committee at each grade level was quite a revolution as far as the Department was concerned. Before 1967 they had been squeezing blood out of a handful of people giving them an honorarium. There were no ad hoc committees except for minor problems pertaining to examinations or to a new discipline course involved in social studies such as Economics.⁶¹

The relationship between ad hoc committees and the Secondary Social Sciences Committee was in some ways quite similar to that of the Senior High School Social Studies Subcommittee and the Senior High School Curriculum Committee before the 1968 reform. In both cases, the senior committee set policy and the chairman of the subcommittee provided the liaison with the senior committee.

The master curriculum had been developed and formalized in the Tentative Course Outline. This was to be the blueprint for the curriculum developers on the ad hoc committees. How closely they followed this blueprint in the construction of their programs differed with the membership. The task perception of the members on the various ad hoc

⁶¹Personal Interview, March 27, 1972.

committees was maybe the most influential factor in the mode of operation. Some members had no difficulty in accepting the basic premises of the master curriculum, others would question, while still others would oppose them.⁶²

As a result of these divergencies, lively debate or sometimes stalemates could be anticipated. Aoki made these remarks in commenting on this situation:

It seems interesting that whereas some ad hoc committees were functioning well, certain committees seemed not to be in tune with the new thinking. The Junior committees, aside from delineating their locus of operation in the Grade VIII committee, were pretty well in tune. At the Senior level, particularly the Grade X committee, there was quite a resistance to converting things to a general problems course, without specifying the disciplines. Some of the chairmen represented the old school. At the same time they provided a salutary contribution to our thinking by holding the reins back.⁶³

The chairman of each ad hoc committee, aside from having his own personal educational philosophy, was confronted with the philosophy of the master curriculum, the members on the Secondary Social Sciences Committee, and the members on his own ad hoc committee. Deliberations within this context would be influenced by all kinds of variables that were inherent in such a situation. Lamb, who served under three different chairmen, elaborated:

Ray was our original chairman. He really started us off on things. The general direction in which we wanted to move was set up under him. It was a totally new direction. Wiggins was not favourably disposed to the new social studies. Immediately we had a tremendous friction in our committee. Koilpillai and I saw eye to eye. At times he was not strong enough and Ledgerwood

⁶² Compare Footnotes Nos. 10, 15, 16, and 24 in this chapter.

⁶³ Personal Interview, March 27, 1972.

would come over and help to straighten things out. He did not get involved in the process in what we were doing but would stand back and look at it. This is ideal since you need someone to do this. Ledgerwood was the connecting link. He coordinated the whole thing. We were free to do what we wanted, but sometimes we did not know what to do with this.⁶⁴

The Secondary Social Sciences Committee at times took on the function of coordination, either between the Department and the ad hoc committees or among the various ad hoc committees themselves:

The parent committee had to smooth over disparities between ad hoc committees. Some chairmen were very conservative and experienced great difficulty in accepting the rationale and the freedoms of the new curriculum. However the Department presented these as a "given" which was to be accepted.⁶⁵

The influence of Ledgerwood, however, was of a more persuasive nature. Commented Aoki:

Ledgerwood was the key contact man. He proved himself to be a pretty good leader in shaping up the work of these ad hoc committees. It seemed to me that one of the important functions of Ledgerwood was to re-educate the members of the ad hoc committees as to what was meant by curriculum development. There was a fair amount of direction and scrutiny by the senior committee. Each ad hoc committee had to submit its report.⁶⁶

Kirman confirmed that the Department of Education and the standing committees exerted considerable influence on the deliberations at the ad hoc committee level.⁶⁷ This did not necessarily mean that no other influence could be felt.

Explained Torgunrud:

The major functions of the Curriculum Boards seem to be to sensitize and to legitimize. The step of initiation may often occur outside the Board, such as in an ATA brief or an individual input. They may have sufficient

⁶⁴ Personal Interview, April 26, 1972.

⁶⁵ Sherk, Personal Interview, March 8, 1972.

⁶⁶ Personal Interview, March 27, 1972.

⁶⁷ Personal Interview, March 28, 1972.

impact to have the Board initiate action, after it has become sensitized to such an input. The same relationship, by and large, applies to the relationship between the ad hoc committees and standing committees, except that the standing committees give the ad hoc committees ⁶⁸ a more explicit frame of reference within which to work.

The personal influence of Ledgerwood, combined with his position as a Departmental official and his membership on various curriculum committees, gave him a potential leverage of considerable magnitude. Membership in the ATA Social Studies Council and the informal linkages which he had so carefully cultivated could only increase this leverage. Questioned as to what he considered important influences at this stage of the curriculum development, Ledgerwood replied:

The return of Torgunrud. Had he not returned at the time he did, the social studies might have looked quite different. The Aoki input of the Johnson models was important. Both papers were significant for structural purposes. Stolee's input was entirely concerned with content. My attendance at the ASCD Conference in San Francisco was an important event. The four-day workshop on value clarification strategies brought this issue into very clear focus for me. That was a significant input for me personally. And I took back with me to the province all these strategies.⁶⁹

H. J. Hall provided an insight in the procedures of the Elementary Social Studies Committee:

After Ledgerwood joined, values became emphasized. Torgunrud was a strong supporter. The whole stress on valuing grew out of society itself, the drug scene, hippies, riots. All of North America began to question our value system. The pressure of society was on us. The value idea was shepherded by Ledgerwood, while Torgunrud was strong on making schools more humane. He came at the right time. He and Ledgerwood gave the impetus. They were the powerful figures on the Committee. The University representative and Pedde gave more to the committee than did the regular teachers. The ability,

⁶⁸ Personal Interview, March 22, 1972.

⁶⁹ Personal Interview, March 20, 1972.

background knowledge and drive came from the former. The latter were doing a lot of legwork and they were useful in checking on ivory tower ideas.⁷⁰

Massey singled Torgunrud and Ledgerwood out as the only two important decision makers. No one else was in third place.⁷¹ Others whose names re-appeared and who were in a position to exert influence at the ad hoc committee level were Pedde, Pendergast, Ray and Kozak. The fact that these people were also members of the "Committee of Five" would account for an interlocking membership with the group that conceived and structured the master curriculum. Thus continuity of the philosophy that underlay the original proposal was reasonably well assured.

II. GUIDANCE, EVALUATION AND REVISION

Developments in Secondary Social Studies

Secondary Social Sciences Committee. Odynak welcomed Skolrood, Erickson and Wescott as new members, replacing Aoki, Bird and Wiggins. The work of the resource ad hoc committee had been completed. Examinations in Social Studies 30 would be brought before the Examinations Board. In the future fifty percent of the mark would be assigned by the school depending on the decision of the Examinations Board. All grade ad hoc committees had now completed the course outlines, which had been forwarded to pilot teachers.

Ledgerwood expressed the need for immediate feedback so that courses could be revised before the production of

⁷⁰Personal Interview, April 13, 1972.

⁷¹Personal Interview, March 22, 1972.

Curriculum Guides. A formal evaluation of pilot courses would have to be prepared before the Curriculum Board would accept these courses. Each ad hoc committee would be responsible for the preparation of evaluation instruments and for sending them out in order to receive feedback by the end of January 1971. In addition, outside observers would make on the spot evaluations of pilot classes.

Odynak called attention to the need for the creation of two ad hoc committees, one for the preparation of a Secondary Social Sciences Handbook, the other for the provision of options to those students selecting the social studies area. Members of the committee were asked to submit names of people who might serve on these ad hoc committees.⁷²

Secondary Social Sciences Committee. Odynak suggested that it was highly possible that the Examinations Board would turn down the motion that fifty percent of a student's mark in Social Studies 30 be teacher assigned.

Ledgerwood reported for the Grade X Ad Hoc Committee. It faced two major issues. One was the demand for some text. The other was a considerable demand for the inclusion of a unit on Consumer Education. Members decided that the Ad Hoc Committee should proceed with the preparation of a values oriented unit on Consumer Education.

Odynak presented the minutes of the Handbook Committee and a proposal for four social science options of the Social Sciences Options Committee. Members decided to accept this proposal.

⁷² Minutes, Secondary Social Sciences Committee, September 8, 1970.

The Grade VII, VIII and X ad hoc committees would be disbanded in the Spring of 1971. The other grade ad hoc committees would be retained into the 1971-72 term. The question of overlap was left for the ad hoc committees to attempt to resolve.⁷³

Secondary School Curriculum Board. Hrabi welcomed new members. He referred to the Policy Statement and the Ministerial Order relative to Curriculum. The report on goals of secondary education was discussed. Torgunrud suggested that schools instead of being structures might consist of experiences in living. Odynak gave the social sciences report. Discussion centered immediately on his proposal for social science options at the Senior High School level. There was general agreement that the proposal was premature since the Group B options at the Junior High School level had not been evaluated. A motion, moved by Odynak and seconded by Torgunrud, to accept options under certain conditions was defeated. It was decided to defer the matter of the social science options until the May meeting. Odynak pointed out that there was a need for some revision in the new Grade X course. Members decided to accept an additional, values-oriented optional unit on Consumer Education to be included in the new Social Studies 10 course.⁷⁴

Queried on the defeat of the motions for options by the Board, Odynak elaborated:

⁷³ Minutes, Secondary Social Sciences Curriculum Committee, October 21, 1970.

⁷⁴ Minutes, Secondary School Curriculum Board, November 12/13, 1970.

The ad hoc social science option committee had met once. They came up with Social Science Option 10, 20, 30 and 11, for a number of twenty credits, five for each option. Social Science Option 10 would be a free-wheeling course, e.g. anthropology. The Secondary Social Sciences Committee thought it might be all right. Torgunrud seconded the motion more out of courtesy than for agreeing with it.

The Board, however, was not prepared for this kind of flexibility. We already had the Junior High School B Option, which in itself was free-wheeling. Hence it was better to defer such overtures until such time as there were more results known about these. It was a matter of too much, too soon.⁷⁵

First ATA Curriculum Conference. The ATA sponsored its first curriculum conference in November, 1970. Bride cited the willingness of officials of the Department of Education to participate in a meaningful way at that Conference and the significant address by Odynak on this occasion.⁷⁶ In this speech Odynak addressed himself to some of the following matters:

The cardinal principle that governs the introduction of new curricula is involvement of the people who are going to be affected by the change or who are going to effect the change.

The study of the social sciences has become interdisciplinary relating to the problems of man and stressing the universal values of mankind . . .

The cooperation in curricula development taking place amongst the academician in the discipline, the teacher of teachers, and the practitioner is in the ascendancy. The new social studies curriculum in Alberta saw its origins and first falterings steps through a cooperative interchange amongst academes, professors of education, and practising teachers.

The new movement in the organization and administration of curricula is away from convergence and out into the heady atmosphere of divergence.

⁷⁵ Personal Interview, March 14, 1972.

⁷⁶ Personal Interview, March 21, 1972.

. . . two allied trends . . . worthy of passing reference are the move towards a multiple authorization of textual materials coupled with greater freedom allotted to teachers to select their own materials and the use of a multi-media approach to interpreting curricula content.

In more recent years the U.S. government has pumped a great deal of money into the humanities and the social sciences. Again, Canada stands to gain, although not too substantially, because of U.S. preoccupation with problems alien to the Canadian ethos.

The Department sets out broad general guidelines, the school boards set more specific guidelines, the teachers translate all these guidelines into specific classroom situations. The trend is towards more and more of the specificity being set at the classroom level because of the rising professional capacity of the teacher. Province-wide evaluation then of necessity must become non-existent.

To date it has been difficult, if not impossible, to devise evaluative instruments which measure achievement in attitudes, values, etc. The demise of the formal examination for entry to some place or other appears to be just over the horizon. The teaching profession wants a collegial atmosphere to prevail by being subjected to a 'piece of the action' as it were.

. . . the new curricula in Alberta are concentrating on the student rather than on subject matter and more and more teachers are becoming involved in the participatory process of the proper study of mankind being man. The aim of the new curricula has been to enhance the student's self-concept through the development of certain⁷⁷ understandings of the values and mores of his fellow man.

Fotheringham explained some of the reasons for the calling of such a curriculum conference:

We have our own Curriculum Committee but we also instituted the Curriculum Conference. It grew out of a need to have our nominated ATA members who had become members of the curriculum committees of the Department of Education internalize ATA policy regarding curriculum. Many of our members were unaware of ATA policy. There was a great need. Last year our budget could not afford one. This year we hope to have another one. We expect about one hundred members of standing committees and members of the Department and the universities to participate.⁷⁸

⁷⁷ S. N. Odynak, "Introduction and Evaluation of New Curricula," Address to the First ATA Curriculum Conference, November, 1970.

⁷⁸ Personal Interview, March 10, 1972.

Secondary Social Sciences Committee. Odynak reported the decisions of the Curriculum Board. They approved the preparation of a values-oriented unit on Consumer Education and deferred the Social Science Options recommendations. The Minister turned down the fifty percent teacher recommendation. The status quo would be maintained for this year, with the final mark being entirely based upon the final examination. A letter was to be sent to the Minister to have him review his approval of the new social studies, while opposing the 50-50 split for the final mark. Progress reports on pilot classes were presented. Members stated that informal reports and comments from pilot teachers indicated that the new programs were satisfactory.

Three motions, recommending that the Curriculum Board introduce the new courses in Grades IX, XI and XII in September 1971, were carried. Upon a motion by Kozak, seconded by Arnold, the committee decided to have the changes suggested by the Grade VII Ad Hoc Committee incorporated in the next writing of the Curriculum Guide. The committee also directed the Grade VIII Ad Hoc Committee to consider all four value issues to be considered in the context of one Afro-Asian society rather than one value issue in the context of all Afro-Asian societies.

Ledgerwood informed the meeting that the unit on Consumer Education would be modified in order to remove some of the negative aspects that appear to mitigate

against the free enterprise system.⁷⁹

Apparently this was a direct result of an informal meeting of the Alberta Chamber of Commerce Education Committee, several educators from the Edmonton School Systems and Ledgerwood, representing the Department. Asked whether any issues were at stake in the public domain, Ledgerwood elaborated:

Yes, those dealing with controversial issues. One pressure group which showed concern was the Chamber of Commerce. They felt that left-wing tendencies of the new social studies program could jeopardize the free enterprise system. We regarded their request for a fair hearing reasonable. This position was reiterated in their latest position paper.⁸⁰

A summary of this meeting, held January 28, 1971, at the University of Alberta Faculty Club, indicated:

The objectives of this meeting included the establishment of a rapport with the Education system and those people in it who dealt with the teaching of Economics . . . and our competitive enterprise system presented to the students.

There was a general acceptance of the need for more exposure of the competitive enterprise system within the school system.⁸¹

The submission of a brief to the Worth Commission reiterated the Chamber's viewpoint relative to curriculum in the following manner:

⁷⁹ Minutes, Secondary Social Sciences Curriculum Committee, February 5, 1971.

⁸⁰ Personal Interview, March 20, 1972.

⁸¹ Alberta Chamber of Commerce, Education Committee Meeting, Summary compiled by Colin L. Rines, Secretary.

The Alberta Chamber of Commerce supports the Canadian free enterprise philosophy fully aware that it is an economic system with strengths and weaknesses. The concern expressed by our members throughout the province is twofold. Firstly, as the student will one day be expected to live within society, he requires a working knowledge and an appreciation of the system. Secondly, the Canadian free enterprise philosophy should receive at least equal classroom time with other major economic philosophies.

Equal time and emphasis in classroom presentation of the various economic philosophies may appear as an overstatement of the obvious, however, we have uncovered a very significant degree of concern that what is happening in some classrooms is an exposure to other economic philosophies by people either incompletely informed or wanting to indoctrinate the young to another system to the detriment of our own.⁸²

Chapman, chairman of the Chamber's Education Committee, explained it this way:

Maybe more time is to be spent on our economic system, since that is the system in which the student is going to live and work. Let the student decide, after he graduates, in which direction he wants to move.

What you will find is that not too many educators are too familiar with these philosophies themselves. As a consequence, slanted teaching occurs, either as a result of a lack of knowledge, of bias, or, as a result of both.⁸³

Secondary School Curriculum Board. The minutes indicated that the high school inspectors had become coordinators of Regional Offices. Two student representatives were introduced as Board members. Odynak gave the Social Sciences Report. All evidence pointed to the fact that the new courses had been well received by the students, especially at the Grade XII level, where students had indicated that it was one of the most relevant courses they had ever taken.

⁸²"A Position Paper on Education in Alberta," The Education Committee, Alberta Chamber of Commerce, September, 1971.

⁸³Personal Interview, March 8, 1972.

Questions arose in connection with the Grade XII external examinations. Odynak reported that the test development people were working on knowledge and skills as well as on the affective domain. Church stated that it was his impression that there was no way in which the Examinations Branch could devise a test in the affective domain, since they were having some difficulty in testing the higher levels in the cognitive domain.

An amended motion that the Board authorize the new Social Studies courses for Grades IX and XI as alternate courses for the school year 1971-72 carried. It was then moved by Berry, seconded by student representative Baer:

. . . that the Secondary School Curriculum Board recommend authorization of the new Social Studies 30 as an alternate course as soon as the Department of Education will accept a joint grade of school mark and external examination.⁸⁴

The Curriculum Branch Staff were to discuss the matter with the Minister. Hawkesworth, in discussing the Sciences Report, pointed out the serious results accruing to education if the Biology Ad Hoc Committee would be required to modify the new Biology 30 in order to conform to a rigorous examination schedule. Torgunrud commented:

This is part of a larger problem encompassed by external examinations generally . . . a united front was needed which would present a rationale, indicating the ill effects of external examinations.⁸⁵

Rees pointed out that there was a political decision involved. Hrabi indicated that the Minister was not

⁸⁴ Minutes, Secondary School Curriculum Board, March 2/3, 1971.

⁸⁵ Ibid.

favourably disposed to its implementation at this time.

Secondary Social Sciences Committee. Odynak reported Ministerial approval for the 50-50 split of a student's final mark in the new Social Studies 30. The Secondary School Curriculum Board had approved the course programs for Social Studies IX, XI and XII. The Junior High School Curriculum Guide was being printed with the Senior Guide expected to be printed by May. The School Book Branch would not stock social studies references, but it would act as a jobber.

The Handbook committee had decided to include at least one sample unit for the Junior High School and one for the Senior High School social studies in the Handbook. It was suggested that the committee should attempt to get maximum teacher involvement in the development of units.

The Curriculum Branch had seconded the services of Sherk from the Field Services Branch to coordinate the new social studies.

Members voted in favour of the following motion:

Puetz/Skolrood: that we recommend to the Secondary School Curriculum Board that Sociology 20 and Psychology 20 be updated immediately while Economics 30 and Geography 20 remain as is, and that the Secondary Social Sciences Committee and the Ad Hoc Committee for Social Science Options consider the development of further options.⁸⁶

A. R. Brown and Morie attended for the last time. Their appointments on the committee expired with the present school term. A summary of students' reactions to the new Grade IX, XI and XII courses was presented.

⁸⁶Minutes, Secondary Social Sciences Curriculum Committee, May 14, 1971.

Secondary School Curriculum Board. Hrabi announced Ministerial approval for the 50-50 split in the determination of the final mark in Social Studies 30 and Biology 30. Odynak withdrew his request for reconsideration of his previous proposal for the structuring of Social Science Options, when Hrabi indicated that no evidence to date was available on the Junior High School B Options study. Members approved the authorization of Psychology 20 and Sociology 20 revisions by ad hoc committees.

The attention of Board members was drawn to the memo, sent by Hrabi. It read in part:

In discussions with the Deputy Minister and the Minister of Education . . . recommendations for curriculum change . . . should attempt to identify the following implications of the change:

Outputs

1. Additional direct benefits . . . in terms of pupil growth.
2. Additional indirect benefits . . . in terms of improved possibilities for teachers to reach the objective of increased pupil growth.

Inputs

Comparisons with present programs are desirable.

1. Material resources required stated in terms of dollars per pupil.
2. Capital expenditures required.
3. Human resources necessary . . .
4. Cost of upgrading present teaching staff in order to achieve the objectives of the program.

In order that the implications of changes in curriculum . . . may be carefully assessed . . . it will be necessary to have changes to be effective in September 1 1972 approved no later than the November 1971 meeting of the curriculum boards.⁸⁷

⁸⁷ Memo, Hrabi to Chairmen of curriculum committees and members of the Secondary and Elementary School Curriculum Boards, May 1971, Minutes, Secondary School Curriculum Board, May 27/28, 1971.

Developments in Elementary Social Studies

Elementary Social Studies Committee. Pedde, Pendergast and Thompson completed their membership tenure. Torgunrud expressed thanks on behalf of the committee for the services of these members. He welcomed Sister Boisvert as a new member.

Ledgerwood pointed out that the new rationale in the Guide emphasized the process of valuing. There had been a change in the inquiry model, with the model now including an emphasis on action. Model units for Grades II, IV and VI were now available. Another Grade IV model was still being prepared in Calgary. It was suggested to have an initial distribution of the guide with only model units for those grades that were ready.

Several changes were suggested in the course of a review of the rationale in the proposed guide. Considerable discussion took place relative to the question of whether or not democracy should be protected or critically analyzed.

Hopkins, teacher Edmonton Public School System, presented a rough draft of a Grade I model unit. The Committee was favourably impressed. It was suggested that the unit's relations to the larger framework be investigated.⁸⁸

Elementary Social Studies Committee. A proposal regarding a display of Elementary Social Studies Materials was discussed. Two firms were eager to provide this service.

⁸⁸ Minutes Elementary Social Studies Curriculum Committee, September 11, 1970.

Purves and Robert joined the committee as new members. A discussion relating to a possible lesson-plan guide resulted in a recommendation that this be considered. It was suggested to change the name "Model" Unit to "Sample" Unit, thus eliminating the connotation of perfection.

The question of whether values should be taught or clarified was discussed. It was noted that there were variations between Divisions I and II. In Division I, awareness was cited as being paramount. In Division II, the process of valuing was seen as being most important. Value issues of freedom etc. were seen as being basic truths which were not in question.

The committee recommended that the Kirman material be listed in the catalogue. Van Es outlined the units developed in Calgary. Consensus was against the inclusion of a full year's work since this would not encourage local teacher involvement in curriculum development.

Torgunrud and Ledgerwood were to name members to two ad hoc committees, one on materials for display and the other for editorial work.⁸⁹

Elementary School Curriculum Board. Ledgerwood reported that much time had been spent by an ad hoc committee in the preparation of displays of print and non-print materials to accompany the new social studies. The cost of each display would be between three and four thousand dollars

⁸⁹ Minutes, Elementary Social Studies Curriculum Committee, September 30, 1970.

with approximately one thousand items in each display. Hopefully displays would be available by the middle of April.

The Handbook was completed and being printed. The first chapter contained the rationale which was common from Grade I to XII. The second chapter elaborated the elements identified in the rationale and the third chapter contained information for the planning of units. Sample units for each grade level could be found as appendices.

Two distinguishing features of the new social studies program were pointed out by Ledgerwood. First, there was the strong values orientation. Secondly, the program was very flexible. There was a broad choice that could be exercised at the classroom level. Edmonton reported that it had genuine concerns about teacher ability, costs and community resources for carrying out this flexibility. Hrabi indicated that, where no structural provincial program had been prepared, effort was required to develop these programs at the school board, school, or teacher level.

Ledgerwood, responding to a question from Odynak, stated that there were no particular number of units required for a year's work. Despite difficulties concerning development he noted definite improvement in teacher qualifications and a wider range of materials that was now available. Purvis, former Assistant Director of Curriculum, suggested that, unless this situation was appropriately communicated and understood by the teaching force, they would throw back the freedom that had been handed to them. He said this had been

the case in the past. When freedom was not understood, it had been rejected. Some members expressed doubt as to whether teachers wanted to be concerned about curriculum. Many still wanted to be told what to teach. Others indicated that in certain systems the levels of responsibility implied in this program were available and being used.

Odynak, in reply to questions raised relative to the potential for controversial issues, referred to the School Act, extended through the Ministerial Order. The teacher was clearly responsible to the school board. Naturally neither the teacher nor the school board were being absolved from their responsibility to the Criminal Code.⁹⁰

Elementary Social Studies Committee. Members decided not to include lesson plan guides in the Handbook. The Calgary Sample Unit for Grade IV would be included in the Guide Supplement. The ad hoc committee on display materials consisted of Torgunrud, Ledgerwood and Robert. The editorial ad hoc committee's members were Torgunrud, Ledgerwood and Frankcombe.

An invitation was received from the Provincial Museum and Archives to use their facilities in providing resources for the new social studies. The Provincial Archivist would attend a committee meeting to discuss the compilation of teacher kits. The following motion moved by Carter and seconded by Purves was carried:

⁹⁰ Minutes, Elementary School Curriculum Board, February 23, 1971.

In keeping with recommendations of the June 1967 Conference, be it resolved that an ad hoc committee be formed to retrieve and to prepare kits of materials on historical and contemporary Alberta.⁹¹

Frankcombe was to be convener of this ad hoc committee with Purves and Carter as members, and Robert and Van Es as cooperating members.

Chapter IV in the Handbook on Teaching Strategies was to be prepared during April. Three major tasks were to be accomplished, namely values, skills and concept development. Ad hoc committees for each task were designated with Ledgerwood, Robert and Carter in charge respectively.

Progress reports on the development of the remaining sample units were presented. Committees began research for Chapter IV in the Handbook. Members were to read the handout by Harmin, et al., by the next meeting.⁹²

Work on sample units was progressing. Grade I and III should be completed before the end of the month. Torgunrud stated that the Department would only become involved in publishing when materials were crucial. The scope of the ad hoc committee on Kits of Materials on Alberta was specified. Identification of resources, that were readily available, was cited as of first priority and of immediate value and feasibility.

⁹¹ Minutes, Elementary Social Studies Curriculum Committee, March 29, 1971.

⁹² Ibid. See M. Harmin, H. Kirschenbaum and S. Simon, "Teaching History with a Focus on Values," Social Education, Vol. 33, No. 5, May 1969, pp. 568-570.

Members of the committee passed the following motions relative to the new social studies course of study:

Carter/Kirman: that paragraph 2 from the Handbook (page 9) be inserted in the Course of Study Rationale.

Robert/Purves: that this committee recommend to the Elementary Curriculum Board that the outline presented by Dr. Torgunrud, as amended, be included in the Program of Studies for Elementary Schools.⁹³

Subcommittees proceeded with work on Chapter IV of the Handbook. After the meeting reconvened, the next day, Carter distributed copies of the Grade III unit. Reaction, ideas and suggestions were invited. The three subcommittees preparing Chapter IV submitted reports on their progress. The balance of the meeting was devoted to subcommittee work on this chapter.⁹⁴

Another two-day meeting was held in June. Members approved the following motions regarding the Handbook and its contents:

Purves/Carter: that it be recommended that the Handbook contain a section after Chapter IV, titled Occasional Letters and intended for the addition of letters from the curriculum committee on various topics, e.g. questioning strategies, resources on Alberta, how to study Canada, techniques for interviewing.

Robert/Carter: that the Handbook include a single sample at each level, leaving other units for local inservice development.

Carter/Van Es: that the first Occasional Newsletter focus on the study of Alberta through local resources as exemplified by the Calgary Unit.⁹⁵

Ledgerwood would not continue on the committee next year. Sherk would assume the role of chairman.

⁹³ Minutes, Elementary Social Studies Curriculum Committee, April 19/20, 1971.

⁹⁴ Ibid.

⁹⁵ Minutes, Elementary Social Studies Curriculum Committee, June 16/17, 1971.

Torgunrud read a study questionnaire about the new social studies sent by Yutsyk, University of Calgary student from Lethbridge. Some discussion ensued about the teacher's role in value clarification. Torgunrud noted the fact that teacher values were entering all the time. Now they would enter with the teachers being conscious of the fact. The above, plus the role of the school in transformation or transmission of values, could be themes for Letters.

Copies of Sample Units and of Chapter IV of the Handbook would be sent to each committee member for prior consideration.⁹⁶

Elementary School Curriculum Board. During discussion of the Language Arts Report, Ledgerwood said that the field requested a statement regarding time allotment, departmentalization, evaluation and organizational patterns in terms of emerging programs of study. Church pointed out that this request for direction was certainly unusual. At an earlier time principals did not wish to have proposed parameters suggested to them.

Green (ASTA, Calgary) wondered whether new programs would enhance children or bury them still further. Hrabi replied that recent policy, relative to the adoption of new programs, particularly the accountability section, would carry a major responsibility for providing answers to the questions raised. Implications for inservice that had been mentioned earlier, required clarification of policy by the

⁹⁶ Ibid.

Department.

Hawkesworth reported that at present the Department was not involved in inservice as a firm policy. Hrabi said that the Curriculum Branch engaged in some inservice through the production of service bulletins, namely curriculum guides. However, the Department at present held no responsibility for providing an audience at inservice activities, but whenever possible, provided consultative personnel. Mahoney, (ATA, Lethbridge) suggested that the local level should carry a major responsibility for inservice.

Ledgerwood reported that the Handbook was ready and had been distributed. The demand for it was substantial, particularly by universities using it as a text. Chapter IV was nearing completion as were Sample Units for Grades I, III and V. They should be ready for distribution early in the fall.

Balfour (ATA, Edmonton) was sceptical, even in terms of the Handbook and Display activity, that teachers were understanding and accepting the new programs. This led Green to return to her earlier concern. A substantial effort for the implementation of programs by a concentrated inservice was needed. Odynak and Nixon pointed out that many systems had taken the initiative and were very active in this regard. Hrabi added that the Department, the ATA and the school systems were all involved to some degree in inservice, but obviously more clarity of function was required.

In reply to Sister Phillips' remarks that the new

social studies program called for great awareness by the public because of the possibility of controversial issues in the one-third time for local discretion, Hrabi reminded Board members that teachers were directly responsible to their boards for materials used in instruction.⁹⁷

Phase Two Findings

Actors and events. Ad hoc committees for the development of a Secondary Social Studies Handbook and for Social Science options were formed. The ATA sponsored and organized its first Curriculum Conference in November, 1970. The Education Committee of the Alberta Chamber of Commerce met with Ledgerwood and the two Social Studies supervisors in the Edmonton school systems, Robert and Stolee. The Unit on Consumer Education was modified. The determination of a final mark in Social Studies 30 on an equally shared basis between the Department and the teachers was proposed, discussed and finally resolved. Odynak, Hawkesworth, Torgunrud and Berry contributed to this chain of events. The New School Act became effective. The services of Sherk for the coordination of the new social studies program were seconded by the Field Services Branch to the Curriculum Branch. Under the leadership of Ledgerwood and of Torgunrud the Rationale of the new social studies was expanded and delineated. Units for inclusion in the Handbook were completed at each of the six elementary grade levels. A chapter on teaching strategies

⁹⁷ Minutes, Elementary School Curriculum Board, June 18, 1971.

was prepared by three subcommittees under the leadership of Ledgerwood, Robert and Carter. The implications of the new social studies program for implementation purposes were discussed at length. Odynak and Hrabi made frequent reference to the New School Act in connection with the responsibility of teachers and boards relative to controversial issues.

Decisions. Hrabi sent a memo regarding curriculum change. The establishment of ad hoc committees for a Secondary Social Studies Handbook, Social Science Options, Elementary Social Studies Display and Editorial and for Chapter IV in the Elementary Handbook, were decisions that facilitated the accomplishments of specific tasks. The Ministerial approval for a 50-50 split between the Department and the school system in the final grade for Social Studies 30 and Biology 30 was an important step in the decentralization of educational decision making. The decision to include sample units but no lesson plan guides in the Handbooks appeared to be a compromise as to the amount and degree of direction that should be included. The Elementary Social Studies Committee decided to spend much effort on the dissemination of the new program with the organization of a display. Pilot courses were evaluated. Ledgerwood and Odynak presented evaluation reports. Approval was granted for the authorization of the new courses in Grades IX, XI and XII, as alternate courses, effective September 1971. The decision to reserve a Letter section in the Elementary

Handbook provided for a continuous revision and updating service.

Analysis. One important decision that was made during this period was the transfer of fifty percent of the final mark in Social Studies 30 to the teacher. This enabled the teacher to exercise his professional prerogative more fully. It placed him in a position of considerable control. Hegarty, when asked to specify the major differences between the Social Studies 30 development prior to 1967 and the developments thereafter, commented:

Social Studies 30 was no change at all. They took the same content but suggested different methods. The change in examination method deeply disturbed teachers. It alienated many of them. The test was an intelligence test. Skills tested at the final exam were natural skills. I had to sell the program as an option. But now with fifty percent of the final mark in my jurisdiction I can identify the skills and I can test for them.⁹⁸

Other more important decisions were the May 1971 Memo, the Ministerial Order relative to Section 13 of the School Act, 1970, and the Policy Statement relative to Curriculum Development and Sections 12 and 13 of the Revised School Act.⁹⁹ The latter reiterated what had earlier been provided for under the Revised Section 10 of the General Regulations.¹⁰⁰ The Calgary Separate School Board was one of the first Boards to offer a credit granting course on a

⁹⁸ Personal Interview, March 17, 1972.

⁹⁹ Alberta Department of Education, Curriculum Bulletin Vol. IV, No. 1, December 1970, p. 2.

¹⁰⁰ Alberta Teachers' Association, Legislative Handbook, 1968 edition, p. 35.

system wide basis under the provisions of this legislation. The Policy Statement specified more explicitly the conditions under which school boards wishing to take advantage of this permissive legislation, were to operate. Granting of greater freedom and more responsibility by the Department to school boards and to teachers was not often responded to with as much enthusiasm as some curriculum developers might have expected. To the contrary, evidence points to scepticism by some members about the competence and willingness of teachers to undertake such a task, (pages 204 , 207) while other members requested more structure and guidance (page 207). Evenson blamed earlier conditioning, and a lack of expertise, awareness and interest for this state of affairs:

I don't think many school boards fully realize yet the power they have. I can't think of any school system yet that has had a resolution on changing instructional materials. It's not as much a matter of money as it is tradition. We have all been brought up under a highly centralized system. We have been used to look to guardians in programs and did not really expect this kind of thing.

Furthermore, I suspect that some people in central offices talk about it, but do they really want the boards to change things? It's a heck of a lot of work. Besides expertise, you need people who are genuinely interested in kids. It's not good enough to put it in the School Act. Action is needed.¹⁰¹

The inclusion of units on local government and on consumer education was largely a result of outside pressure. The former found its strongest spokesmen in Mrs. E. S. Wilson, cabinet minister without portfolio, and other members of the legislature; the latter had strong advocates in the Alberta

¹⁰¹ Personal Interview, April 7, 1972.

Chamber of Commerce.¹⁰² Since these two units formed the core of the old Grade X social studies program, a precedent had been set which might have influenced the decision to include once more these units in the new program.

Precedent also could have entered into the Ministerial decision to grant the 50-50 split for the final mark in Social Studies 30. A similar arrangement was in existence for French and English. With the changed nature of the social studies program, local decision making had decentralized curriculum to the extent that a centralized external examination was no longer in tune with this trend. The ATA was in favour of changing departmental examinations, but very much opposed to have the departmental examinations replaced by those of outside agencies:

In Canada there has been a trend toward abandonment of examinations administered by departments of education. The suggestion has been made that Alberta consider taking such a step. Our Association would be unwilling to support such a move if it meant that these examinations were to be replaced by other university entrance examinations, the control of which was even farther removed from the classroom than are the present departmentals. Our position is that, if any change is to be made in this matter, it should place full responsibility for evaluation on the teachers in the schools.¹⁰³

The Ministerial decision gave this responsibility to the teachers and the Department together, each sharing equally in the final assessment. Thus the Minister met the

¹⁰² Torgunrud, Personal Interview, June 27, 1972.

¹⁰³ ATA Brief to the Executive Council of the Province of Alberta, page 7, November 5, 1970.

teachers' demands halfway, while retaining a measure of departmental control.

Local curriculum development was best exemplified by the elementary social studies work groups engaged in the preparation of sample units. A representative of the Elementary Social Studies Committee, was either a member of such a group, or, remained in close contact with the group. Torgunrud and Ledgerwood visited the groups in Leduc and Red Deer for initial reference work; Carter and Frankcombe provided liaison with the Grande Prairie and Peace River groups. The Grade V group came closest to being an ad hoc committee with Pedde and Robert constituting fifty percent of the membership. The sample unit for Grade I was developed by a team of primary teachers under the leadership of two Edmonton teachers. The proximity to the province's capital, access to resources, and particularly the leadership of actors residing in the area accounted for the initiation and success of local curriculum development.

Development at the secondary level was more centralized with local representation on the various grade ad hoc committees. The majority of its members came from the two urban areas of Edmonton and Calgary. Ledgerwood was the central figure; he was the link between the new social studies, as originally designed and laid out in the Tentative Course Outline, and the translation of this plan into action programs. He could give his undivided attention to this task, more so than Sherk, who was functioning as a high school

inspector, in addition to chairing the secondary social studies curriculum committee.

With the development of sample units and the Handbook all but completed, the Elementary Social Studies Program was rapidly approaching the end of its development stage. Identification of resources would demand an increasing amount of committee members' time. Except for further development of the Handbook, and of Social Science options, the situation at the secondary level was very much the same. Here a major thrust in curriculum development, the completion of the Secondary Social Studies Handbook, was as yet to come.

III. COMPLETION OF THE PROGRAM

Developments in Secondary Social Studies

Secondary Social Sciences Committee. R. Lopatka and M. Dzurko replaced Brown and Morie. On a motion by Skolrood, seconded by Wescott, members decided that the Junior High School Social Studies B options be given a chapter in the Handbook, providing some guidelines as well as a Statement relevant to the one-third free time. The committee also recommended to the Secondary School Curriculum Board to set up an ad hoc committee on a continuing basis. Its function would be to review resources in the social sciences, including history, for the Junior and Senior High School.

Odynak reviewed previous plans for options in political science, history, anthropology, religions and

philosophy. It was the original plan to develop options in all the social sciences and history, once the core was established. The committee recommended establishment of ad hoc committees to structure courses in the above options.¹⁰⁴

Secondary School Curriculum Board. Approval for the establishment of the ad hoc committees was sought by Odynak, in the absence of Sherk. Hrabi indicated that the pilot study on Junior High School B options was now available. Instrumentation was complete but the main body of the study had not gone forward as yet. The following motion carried:

Odynak-Ray: that approval be granted for setting up ad hoc committees charged with responsibility for developing high school social science option courses as follows: a. history (a modular approach), b. anthropology, c. philosophy, d. comparative religions and e. political science.¹⁰⁵

Kilgannon asked that ad hoc committees consider her request that some of these social science options be offered at the Grade XII level. Hrabi emphasized that the formation of ad hoc committees was the culmination of a plan devised as a result of the 1967 Social Studies Conference. He agreed with Kilgannon that students planning on entering university should be given an opportunity to take more subjects from the social sciences field as requirements for entry.

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Minutes, Secondary Social Sciences Curriculum Committee, October 22, 1971.

¹⁰⁵Minutes, Secondary School Curriculum Board, November 25/26, 1971, Motion #19.

Odynak then brought up the need for some type of machinery for constantly reviewing new resource materials, coming out on the market, which were specifically directed to the social sciences. Members approved the following motion:

Odynak-Sterling: that an Ad Hoc Committee be formed, to function on a permanent basis, but with provision for revolving membership, for the purpose of reviewing resource material listings for the Social Science courses, and for developing revised listings of recommended or approved materials.¹⁰⁶

A number of members pointed out that this sort of machinery was part of a broader picture and did not necessarily pertain to the social sciences only. Motion #21, amending motion #20 by deleting "ad hoc" and "on a permanent basis, but," and motion #20 were afterwards tabled. Torgunrud then introduced a matter related to the procedure involved in the recommendation of materials. He cited the motion that the Elementary School Curriculum Board had passed. The following was moved and approved:

James-Nixon: that the Secondary School Curriculum Board accept the motion of the Elementary School Curriculum Board that read as follows: "that a Joint Committee of the Elementary and Secondary Boards be formed to study the issue of recommending materials, including an examination of the educational benefits and the resulting costs that relate to various alternatives as well as the implications of each alternative for the operation of the School Book Branch."¹⁰⁷

Secondary Social Sciences Committee. Sherk announced personnel changes in the Curriculum Branch. Erickson had been

¹⁰⁶ Ibid., Motion #20.

¹⁰⁷ Ibid., Motion #35.

appointed chairman of this committee. Sherk had become Associate Director of Curriculum, in charge of Business Education, Home Economics, Industrial Education and Social Studies.¹⁰⁸ Committee members reiterated their stand not to recommend any one book as a core book and recommended that the School Book Branch continue to accept and process orders of multiple reference materials.

Sherk raised the question of the different discipline approach versus the integrated approach in connection with social science options. Erickson suggested clusters as alternatives to Grade XI and XII options. Such clusters would cover behavioral sciences, history, and a combination of religious studies and philosophy. The position of the committee to develop optional courses in Grades XI and XII was reaffirmed.¹⁰⁹

Secondary Social Studies Handbook Ad Hoc Committee.

Various meetings took place during which the drafts prepared for the Handbook's sections by the committee members were presented, examined and discussed. These deliberations demanded much time and energy. At the same time that changes were made in the outline of the Handbook, other assignments had to be made for new material that hitherto had not been included.¹¹⁰

¹⁰⁸ Minutes, Secondary Social Sciences Curriculum Committee, December 10, 1971. See also Government of Alberta, Department of Education, Curriculum Bulletin, Vol. V, No. 1, March, 1972.

¹⁰⁹ Ibid.

¹¹⁰ Minutes, Secondary Social Studies Handbook Ad Hoc Committee, September 27/28, 1971.

The committee decided to prepare at least two sample units, one each for the Junior and the Senior High School. Benning, Erickson, Peterson, Ross and Sherk agreed to deal with the former, whereas Lopatka, Shanahan, Sweet and Yates consented to work on the latter.¹¹¹

Final drafts of various chapters were considered. After suggested corrections and amendments, these papers were finally accepted by the committee for inclusion in the Handbook.¹¹² Members recommended that the Department would continue to develop, or foster to develop, sample units on an ongoing basis for subsequent inclusion in the Handbook. Further consideration of sections prepared by committee members took place.¹¹³

Haughey, a member of the committee during the 1970-1971 school term, made these observations:

Odynak usually came in at the beginning of our meetings. He shaped the make up of the committee. There was no leadership as such nor was there a common philosophy. There were polarizations which tended to fluctuate with the issue under consideration. One of those was the degree of structure that should be built into the program. Another was the kind of approach one should take. There were many deliberations to resolve such issues, all of which took much time.

¹¹¹Minutes, Secondary Social Studies Handbook Ad Hoc Committee, December 16/17, 1971.

¹¹²Minutes, Secondary Social Studies Handbook Ad Hoc Committee, February 3/4 and 21/22, 1972.

¹¹³Ibid.

The recommendations of the June Conference were used to justify a particular point of view, sometimes to one's personal advantage, but they did not resolve all the arguments.¹¹⁴

It was not until the end of the 1971-1972 school term that the committee was able to complete its task. The Secondary Social Studies Handbook, to be named, "Responding to Change," was sent to the printer for distribution to the schools before the end of the summer.¹¹⁵

Secondary Social Sciences Committee. During a discussion on the directions and the policies of the committee, Torgunrud joined the meeting. Speaking on the current problem of course proliferation, he indicated that there was a trend toward integration rather than proliferation. The elements from the disciplines to be included in an integrated course would be identified by committees.¹¹⁶

After a lengthy discussion, members reached general agreement that some core resources be identified for all courses from Grades VII to XII, subject to periodic review and revision. The Handbook committee was to list as many core resources as they saw fit.¹¹⁷

¹¹⁴Personal Interview, June 30, 1972.

¹¹⁵Curriculum Bulletin, Alberta Department of Education, Vol. V, No. 2, June, 1972.

¹¹⁶Minutes, Secondary Social Sciences Curriculum Committee, February, 28, 1972.

¹¹⁷Minutes, Secondary Social Sciences Curriculum Committee, March 24, 1972.

Erickson presented a recommendation from the Sociology 20 meeting of April 19, 1972, for serious consideration of an integrated social science program. A social science pattern of Social Science 10, 20 and 30 could parallel the current Social Studies 10, 20 and 30 program. In addition, the Psychology 20 committee had recommended integration of existing and proposed secondary social science options into clusters. Members approved the following:

Skolrood-Lopatka: that we recommend to the Secondary Curriculum Board that we establish as Social Science options Social Science 10, 20 and 30, and within each of these courses there be developed a number of themes or units of study or modules drawn from the various social sciences and history.¹¹⁸

Committee members decided to rescind the motion of the previous meeting that core resources be identified for all courses from Grade VII to XII. They also recommended the approval of the "Quest" program at Ross Sheppard Composite High School on an experimental basis in the light of the above motion dealing with social science options.

Secondary School Curriculum Board. Torgunrud reported that the question of resource materials for educational purposes was under study by the Council of Ministers of Education as well as by the Directors of Curriculum of the Western provinces. Erickson presented the social studies and social sciences report, which included the

¹¹⁸Minutes, Secondary Social Sciences Curriculum Committee, May 23, 1972.

recommendation cited above. On a motion, moved by Hastings and seconded by Odynak, members rescinded motion #21 from the minutes of the May 28/29, 1971 meeting and motion #19 from the minutes of the November 25/26, 1971 meeting. Decisions to set up ad hoc committees, earlier approved for Psychology and Sociology 20 revisions and for social science options, were thus nullified. The Board decided instead to adopt this motion:

Erickson-Berry: that approval be given, in principle, to the restructuring of the social sciences program in the senior high school to provide courses designated as Social Sciences 10, Social Sciences 20, and Social Sciences 30. Each of these courses would consist of a number of modules or themes of study from the various social sciences (Sociology, Psychology, Anthropology, Geography, History, Political Science, Economics, Philosophy, and Comparative Religions). Each course could be offered for either 3 or 5 credits and could provide students with the opportunity to explore a number of the social sciences or to do in-depth sequential studies related to one discipline during the three years of high school.¹¹⁹

A motion by Erickson for the granting of permission to the Psychology and Sociology ad hoc committees to organize experimental classes in the development of new programs in these courses found no seconder. As a result, it was given no further consideration.

Kilgannon requested that the Social Sciences Committee consider the "matriculation possibilities" of the "30" level social science courses. She further suggested that the committee might consider establishing Social Sciences 10 as

¹¹⁹ Minutes, Secondary School Curriculum Board, June 1/2, 1972, Motion #16.

introductory or exploratory and the 20 and 30 level courses as in-depth studies in specific disciplines.

Members granted the request from the Edmonton Public School System for the approval of the "Quest" program as an experimental program in the Ross Sheppard High School during the 1972-73 school year under the supervision of the Secondary Social Sciences Curriculum Committee.

The Board then took motions #20 and 21 from the November 25/26, 1972 meeting off the table, voted on them and defeated them both thus eliminating an earlier approval permanent ad hoc committee for reviewing social science resource materials in favour of the Joint Committee, earlier approved for the recommendation of materials (page 217).

Developments in Elementary Social Studies

Elementary Social Studies committee. Sherk replaced Ledgerwood as chairman. Sample units for Grades I, III and V as well as Chapter IV of the Handbook were in the hands of the printers and would be added to the Handbook as soon as they became available.

A proposal from the Edmonton Public School System for the alteration of the Grade VI social studies program was considered and discussed. On September 19, 1971, the Edmonton Public School Board had passed a resolution that stated in part:

That in accordance with Section 12 (a) (b) of the School Act the Edmonton Public School Board request the Minister of Education for permission to alter the Grade VI Social Studies curriculum as follows:

- I. that 'The Far East . . . the Americas . . . and Africa . . . be struck from the curriculum as possible areas of study, and,
- II. that "European Civilization to 1600 A.D." be added in lieu of the above deletions.¹²⁰

The memorandum cited a number of reasons for the deletions listed under Part I and the addition listed under Part II. Major reasons were elimination of overlap and repetition, availability of resource materials, and relevance of the curriculum addition. In connection with the latter reason, it stated:

Under the new provincial curriculum there is no place at all for a study of the early European tribal societies . . . It seems strange to us that we, as a people largely of European extraction, study every other major civilization but neglect our own heritage . . . This is a period of history that is of natural interest to students at this grade level, it is colorful and exciting and has a great deal of appeal. This opinion is shared not only by our teachers but also by our Central Office personnel who are concerned with the question of curriculum building.¹²¹

During the discussion of the proposal, Robert commented on the segmenting of knowledge according to the calendar. The proposal turned from an anthropological and sociological approach to a strongly historical orientation. Purves noted that the one-third time could be used to give a historical bias, if desired. Torgunrud noted that it was

¹²⁰ Memo, Jones to Hyndman, September 17, 1971.

¹²¹ Ibid.

the role of the province to set a general, broad structure, leaving particulars to the various school systems. Purves had noticed varied interpretations of the new social studies program by different personnel. Sherk advised that Regional Office consultants would become more involved in curriculum development and should be one force in dissemination.¹²²

Members approved the following two motions, indicating their interpretation of curricular intents and their recommendation with regard to the issue posed by the proposal:

Frankcombe-Purves: that the Elementary Social Studies Curriculum Committee strongly recommends that undue stress on content be deplored, that the curricular stress on anthropological and sociological orientation in Grade VI Social Studies be reaffirmed and that the opportunity for school systems to identify examples beyond those cited in the Program of Studies be also reaffirmed.

Purves-Kirman: that the Elementary Social Studies Curriculum Committee advises the Elementary Curriculum Board as follows concerning the proposal from the Edmonton Public School Board:

with respect to point I: We see no need to delete any examples but it is the option of each school board to use any examples appropriate to the essential theme as directed by the Alberta Program of Studies;

with respect to point II: We note the implications of an excessively historical process in the suggested theme, whereas the Program of Studies calls for 'anthropological analysis and social history.'¹²³

¹²²Minutes, Elementary Social Studies Curriculum Committee, November 1, 1971.

¹²³Ibid.

Elementary school curriculum board. Hrabi thought that a committee of this Board and the Secondary Board should be set up to look at the whole issue of recommending materials. He emphasized once more the implications for the School Book Branch and said that educational benefits that could accrue in the financial implications should all be identified. Members approved the recommendation for a Joint Committee to study the issue when a motion to this effect, moved by Hrabi and seconded by Kunst, carried, (page 217).¹²⁴

Recommendations of the Elementary Social Studies Committee were discussed in the light of the special request of the Edmonton Public School Board. Melnychuk, (Edmonton Public School Board) indicated that the request was presented from a purely practical point of view. Sherk emphasized that the Committee felt that the emphasis should be on the anthropological approach rather than political history. Melnychuk indicated that there was no intention of stressing historical content. The Board then passed the following motions:

Ledgerwood-Sister Phillips: that the historical roots of man be interpreted to include Europe to 1600

Cluff-Mrs. Gillett: that the anthropology and social history approach emphasis be retained.¹²⁵

¹²⁴Minutes, Elementary School Curriculum Board, November 10, 1971.

¹²⁵Ibid.

Elementary Social Studies committee. Schreiber joined the committee. Sherk was to assume the responsibility of Associate Director of Curriculum, with Schreiber assuming the chairmanship of this committee.

Carter and Van Es had to resign because of work commitments. Vacancies were filled by McIntosh, librarian with the Calgary Public School Board and Fellner, elementary teacher, Lethbridge.

The Occasional Newsletter, #1 would contain procedures in gathering, using and coordinating local resources. An identification of curriculum personnel would be included to enable teachers to contact such individuals for clarification. Themes would expand the Handbook and would constitute Chapter V. Contributions could come from individuals other than committee members with inclusions at the choice of the committee. The following motion carried:

Robert-Kirman: that initiatives by Calgary teachers in using local resources be extended to involve Miss Purves who will draft a document for insertion in the Handbook, Chapter V.¹²⁶

Members approved the preparation of an interim list of essential elementary resources coordinated by McIntosh. Such a list was to be released to school jurisdictions on a controlled basis, after final review by the committee.

Sherk outlined the concerns of publishers regarding guidelines for publications. The following was approved:

¹²⁶ Minutes, Elementary Social Studies Curriculum Committee, February 15, 1972.

Kirman-Purves: that communication re Social Studies curriculum to publishers and vice versa be via Dr. Sherk; that the publishers are not being commissioned when they are given information; and that resources should be consonant with the Handbook, be they print or non-print, and relevant to reading and comprehension abilities of students. If new material is being prepared for Canada, content should reflect Canada rather than other countries.¹²⁷

Fellner was introduced as a new member. Robert was named as the Committee representative for liaison with the Audio-Visual Branch for preparation of resource materials. McIntosh distributed the list of resources she had prepared. After Sherk rejoined the meeting, a motion passed earlier to duplicate and distribute the list was withdrawn. Committee members would evaluate resources listed and report on their findings at the next meeting.¹²⁸

Sherk advised that the School Book Branch would not carry social studies references in the future. Resource listings were reviewed and various alternatives explored. The committee decided to have a composite elementary resource list prepared and distributed by September. The School Book Branch and the Elementary Resources List would parallel each other this year and would need to be consolidated as the former phased out. Consolidation of Alberta resources was to be undertaken by Frankcombe and of all others by McIntosh. Lists were to be forwarded to

¹²⁷ Ibid.

¹²⁸ Minutes, Elementary Social Studies Curriculum Committee, April 10, 1972.

Sherk before June 30, 1972.¹²⁹

Elementary school curriculum board. Hastings presented a position paper on the Aims and Objectives of Elementary Education. He discussed the main dimensions of a model for curriculum change which involved examining the needs of the individuals and the needs of society as a basis upon which to develop objectives and programs. In discussing the three phases of development, diffusion, and adoption in planning for curriculum change, he indicated that the Department intended to place more emphasis upon the latter two phases of change. He also said that the evaluation component must be strengthened and should be considered an integral part of each of the three phases of planning.¹³⁰

Phase Three Findings

Actors and events. Torgunrud, Odynak, Sherk and Hrabi continued to influence curriculum development. The appointment of Torgunrud as Director of Curriculum and of Sherk as Associate Director, in charge of Social Studies, and of Hrabi as Associate Deputy Minister were major events within the Department. Erickson was appointed chairman of the Secondary Social Sciences Committee and Schreiber chairman of the Elementary Social Studies Committee. Other

¹²⁹Minutes, Elementary Social Studies Curriculum Committee, May 12, 1972.

¹³⁰Minutes, Elementary School Curriculum Board, May 19, 1972.

personnel changes were the appearance of Lopatka and Dzurko on the Secondary Committee and of McIntosh and Fellner on the Elementary Committee.

Four major events that could be considered to have influenced social studies curriculum development were:

(1) the matter of options in the Junior and Senior High School, (2) the recommendation and development of resource materials, (3) the interpretation of the elementary social studies program, and (4) the completion of the Secondary Social Studies Handbook.

Decisions. The last act of Odynak as Associate Director of Curriculum was his attempt to get options developed at the senior high school level. The Secondary Social Sciences Curriculum Committee recommended establishment of ad hoc committees for development of these options, approved by the Secondary Curriculum Board (page 216). Kilgannon, with the help of Hrabi, requested that students, planning to enter university, be given opportunity to use social science options as prerequisites. She reiterated this request when the Board decided to approve in principle the restructuring of the social sciences program in the senior high school (page 222). The latter decision could lead to future developments. A request by the Edmonton Public School System for an experimental program, the "Quest" social science electives program at Edmonton's Ross Sheppard High School, was granted under the supervision of the Secondary Social

Sciences Curriculum Committee.

The decision of Torgunrud to communicate an earlier decision regarding the matter of recommending resource materials to the members of the Secondary Board resulted in the adoption by that Board of what the Elementary Board had decided two weeks earlier. At that time, Hrabi had initiated the idea of a Joint Committee of both Boards for the express purpose of studying the issue of recommending materials.

The Elementary Social Studies Committee decided to prepare a composite elementary resource list with Alberta resources to be coordinated by Frankcombe and remaining resources by McIntosh. This list would be of an on-going nature and be distributed by September 1972.

The decision by the Secondary Social Sciences Committee of March 24, 1972 to identify core resources for all secondary social studies courses was rescinded by the members of that committee on May 23, 1972.

The request for an alteration in the Grade VI program placed elementary curriculum committees in a position of judging whether or not such alteration were consonant with the intent of the new social studies program. Rather than developing programs, committee members found themselves cast in a different role: that of interpreting the program they had developed. Torgunrud reiterated the difference in the nature and scope of curricular decisions between the provincial and the local level. The Elementary Board ruled

on the interpretation in such a way that it enabled the Edmonton Public School System to implement its intended unit on European societies. At the same time members emphasized the importance to retain an anthropological and social history approach.

Analysis. The establishment of a Joint Committee of the Elementary and Secondary Curriculum Boards to study the issue of recommending materials was a decision that resulted from the initiative of Hrabi and Torgunrud. It put teeth into a memorandum that Hrabi had earlier sent to chairmen of curriculum committees and to board members. This memorandum was tangible proof of the changing educational environment of the seventies.¹³¹ Upon assuming office as Director of Curriculum, Hrabi found himself at the beginning of curricular reform in the social studies. When he became Associate Deputy Minister this reform had almost been completed. When asked what facilitated this reform during his tenure as Director of Curriculum, Hrabi said:

Any policies or positions put forward along those lines moved with a reasonable degree of ease. We were in an expanding position financially. Decisions with financial implications were not scrutinized as rigorously as they are today. That was an advantage and a disadvantage. You want rigorous scrutiny but not so rigorous that nothing can happen. At this point in time we are emphasizing rigorous evaluation much more

¹³¹ Memo, Hrabi to Chairman of curriculum committees and members of the Secondary and Elementary School Curriculum Boards, May, 1971.

than was the case when I first was operating in the Curriculum Branch.¹³²

Another decision that reflected the changing environment was the stress on Canadian content (page 228) in comparison with repeated reference to Canada which resulted in student boredom (page 48).

The question of resource materials had many facets. Torgunrud (page 221) reported that the question was under study at the national and regional level. Decentralization of curricular decision making had the concomitant result of a proliferation in textual materials. Said Hrabi:

The opening up of choices and ramifications for publishers. We should look at the results of the study in Ontario by their Special Commission on Publishing.¹³³

The desire to have resources that conformed to criteria cited in the Handbooks or to guidelines, set by provincial curriculum committees, might be laudable, but it could easily be constrained by the demands of the market place. Interprovincial cooperation of one kind or another could possibly safeguard the development of curriculum materials, consonant with provincial social studies curricula, but there could be constraints of a different nature:

Project Canada West was a chance for four provinces to pool our resources and to come up with a curriculum with a Canadian emphasis and a Canadian content. From that standpoint it was a step in the right direction. The Council of Ministers had a subcommittee to pull curriculum a bit together across the provinces, but to

¹³²Personal Interview, April 20, 1972.

¹³³Minutes, Elementary School Curriculum Board, November 10, 1971.

be practical about it, it is not going to happen. The provinces guard jealously their provincial autonomy in education.¹³⁴

Sherk was rather optimistic. When asked what influence on curriculum development was exerted by publishers and educational media firms, he responded:

It's more the other way around. We have been successful in most cases to have the firms develop open-ended materials. What comes from the United States is being Canadianized. We develop the program and then find materials to fit it. We have opened the doors to the publishers and invited them to produce materials which we want.¹³⁵

The approved development of Social Sciences would by itself be less significant than if it were accompanied by a decision to equate Social Sciences 30 with the Social Studies 30 prerequisite for purposes of university entrance. Abolishment of departmental examinations at the Grade XII level could possibly serve a similar purpose, provided they were not replaced by university entrance examinations, set and administered by personnel, other than teachers, or Department of Education officials. (page 213).

The decision not to alter the Grade VI social studies course, while interpreting "Historical Roots of Man" widely enough to allow a study, as outlined in the Edmonton proposal, was significant. It reaffirmed local discretion within the broad general framework as outlined by the Department in the Program of Studies:

¹³⁴ R. C. Clark, Personal Interview, April 6, 1972.

¹³⁵ Personal Interview, March 8, 1972.

In view of the decisions and interpretation of the Elementary School Curriculum Board relative to this matter, I find no need for alteration of the course as it exists at this time.

. . . Since these are presented as examples, a school system and/or teachers within it may select those which they find most appropriate in their circumstances.¹³⁶

Two other events that occurred during this final phase of the development of the new social studies were the return of Ledgerwood to Field Services and the appointment of Sherk as Associate Director. Departure from past practices in appointing associate directors of curriculum along subject matter divisions rather than school level divisions could result in a closer integration of subject matter across the grades. With the focus of the new social studies switching from development to diffusion and adoption (page 229), the new social studies had, as yet, to face its greatest challenge, namely the adoption of the program by the teachers of the province.

IV. CHAPTER SUMMARY

The third and final stage in the development of the new social studies curriculum was described in this chapter. It was a stage in which more actors were engaged than in either of the two previous stages. Because of its length and complexity it was subdivided into three phases, with

¹³⁶ Memo Hyndman to Jones, November 12, 1971. See also Government of Alberta Department of Education, Program of Studies for Elementary Schools of Alberta, 1968, page 32e.

each phase further subdivided along either elementary or secondary curriculum developments.

Phase One saw the strongest emphasis on curriculum development per se. During this phase, grade ad hoc committees produced course outlines for Junior and Senior High School Curriculum Guides. In the elementary social studies sample units were developed. Major decisions were made by the Elementary Social Studies Ad Hoc Committee and by the Meeting of Chairmen of the Junior High School Ad Hoc Committees. Department officials continued to exert strong leadership. Odynak, Torgunrud, Ledgerwood and Sherk were identified as major actors. Aoki and Kirman, as committee members, had a direct influence; Simon and Hegarty influenced matters indirectly. The ATA Social Studies Council became increasingly influential. The Critique of the Framework Committee and the Workshop meeting were two important factors in this development. The latter was of particular importance for the future diffusion of the new program.

During Phase Two, decentralization of curriculum development became more evident. Ministerial approval of the 50-50 split was proof of allowing teachers more autonomy. School Boards were granted considerable autonomy with the Ministerial Order relative to Sections 12 and 13 of the New School Act. This was further specified in the Policy Statement of August 1970. The Memo of Hrabi in May 1971 gave specific guidelines to curriculum committees and boards relative to curriculum changes. Financial centralization

accompanied curriculum decentralization. Byrne commented:

Fortunately the external examination is disappearing. That was a big factor in this business of centralism. And suddenly the battle for decentralization is won here and centralism pops up somewhere else. The culmination of decentralization was the School Act. It was the most devastating decentralization where the fiscal arrangements moved in the other direction admittedly.¹³⁷

In Phase Three, further evidence of curriculum decentralization and fiscal centralization was found. The Social Sciences Options and approval of the "Quest" program indicated a larger measure of flexibility in local curricular decision making. The decision to set up a Joint Committee for the recommendation of materials and the increased stress on evaluation, as an integral part of educational planning, called for greater centralization.

The refusal to alter the Grade VI Social Studies program, while at the same time interpreting its scope widely enough to allow maximum flexibility, was indicative of a trend toward accommodation. Only the future will tell to what extent school boards will be able to depart from the curriculum as spelled out in the Program of Studies. A future task of Curriculum Committees and Boards may be the interpretation of curriculum in addition to its development.

¹³⁷ Personal Interview, April 17, 1972.

CHAPTER VII

SUMMARY, CONCLUSIONS, AND IMPLICATIONS OF THE STUDY

I. SUMMARY

One of the purposes of this study was to conduct a historical survey of those processes that resulted in the development of new social studies programs. Findings of the investigation were presented in Chapters IV to VI. This section summarizes those findings. It describes actors, events, and decisions that were of major significance in the development of the social studies program over the last decade. They are presented chronologically in order that their interrelationship may be more easily traced.

Antecedents to Reform

Phase one: 1961-1963. Hertzman severely criticized the Alberta social studies program in the senior high school. The Senior High School Social Studies Subcommittee placed the University Critique on its agenda but took no action to respond to it. Social Studies 20 and 30 became, in fact, matriculation courses when they were no longer required for General Diploma purposes. The Grade XII text and course were to be revised. Davy provided liaison between the

General Faculty Council and the Senior High School Social Studies Subcommittee. The Armstrong Committee was to assist him in his task. The Senior High School Social Studies Subcommittee delayed Social Studies 30 revisions. Wickenden wrote the Memorandum on behalf of the History Department. Davy submitted this to the Senior High School Social Studies Subcommittee. The Faculty of Education received copies of the Memorandum. Wickenden and Downey established contact.

Phase two: 1964-1965. The Interfaculty Committee was initiated and eventually replaced the Armstrong Committee. Berry arranged a Joint Meeting of members of the Senior High School Social Studies Subcommittee and the Interfaculty Committee. The Interfaculty Committee prepared a rationale, outline, and units for a new course. These were presented as a Working Paper to the Subcommittee. The Senior High School Curriculum Committee recommended that the Subcommittee be granted permission to enter into negotiation for the preparation of materials for this new course.

Phase three: 1965-1967. Downey presented the Working Paper to members of the ATA Social Studies Council at their Annual Meeting. Watts entered into negotiations with publishers. Drafts for units were discussed and revised. Pilot classes were designated. A Coordinating Committee was established for articulation purposes. The Regina Conference of 1966 failed in establishing interprovincial coordination in curriculum matters. The Senior High School

Curriculum Committee authorized the implementation of the new course for September, 1967. The content in Berry's unit was revised in response to the MacNeil criticism. A curriculum guide for the new course was written by members of the Senior High School Social Studies Subcommittee. Odynak was to prepare a statement on the philosophy and structure of the social studies program. Instead, participants in a summer conference would undertake the task.

The Mandate to Proceed

Phase one: June 1967. A small planning group under the chairmanship of Odynak organized the Conference on the Social Studies. Delegates were carefully selected. Byrne gave the opening address. Massialas was the key resource person. A subcommittee, chaired by Bride, presented a series of Observations and Recommendations at the end of the Conference. These were unanimously approved. One of the recommendations urged the Department to act as soon as possible in planning to implement the recommendations endorsed at the Conference.

Phase two: 1967-1968. Watts retired as Director of Curriculum and was succeeded by Hrabi. Ledgerwood was appointed as the first provincial elementary social studies consultant. Odynak became Associate Director of Curriculum. Sherk was appointed as his successor. The joint meeting of the three social studies subcommittees resulted in a reactivation of the Coordinating Committee. Members of this

committee delegated the task of designing a framework for a new social studies program, Grade I to XII, to an ad hoc committee. This small committee, the "Committee of Five," eventually supplanted the Coordinating Committee. A three-day workshop meeting in May, 1968, produced a conceptual framework that the committee had been assigned to design. This first in a series of Proposed Outlines was to be revised and redrafted by the end of August, 1968.

Hrabi reorganized the curriculum committee network. Torgunrud became Associate Director of Curriculum. Membership on social studies subcommittees changed considerably. The newly formed Secondary and Elementary School Curriculum Boards met for the first time in November, 1968. Both Curriculum Boards approved, in principle, the latest revised Proposed Course Outline and authorized the structuring of ad hoc committees for the preparation of programs at each grade level.

Consolidation of Reform

Phase one: 1969-1970. The Department invited comments from teachers and other interested persons regarding its Proposed Course Outline. The ATA Social Studies Council submitted the Critique that its Framework Committee had prepared. No other submissions were received, except for those of a few individuals. Grade ad hoc committees prepared course outlines for the secondary social studies program, while local groups of teachers prepared sample units for the

elementary social studies program.

The Secondary School Curriculum Board approved the introduction of experimental classes in Grade VII, VIII, and X Social Studies during the 1969-70 school year and course outlines for those grades for use on an alternative basis, effective September 1970. It also approved pilot classes for Grade IX, XI, and XII Social Studies for that date.

Phase two: 1970-1971. The Minister delegated his powers to prescribe instructional materials to school boards by Ministerial Order of June, 1970. The Policy Statement specified certain parameters relative to this permissive legislation. The Secondary School Curriculum Board authorized alternate courses in Grade IX and XI Social Studies for the 1971-72 school year and recommended the same for Grade XII as soon as the Department would accept a joint grade of school mark and external examination. By May, 1971, the Minister approved the latter recommendation. A Unit on Consumer Education was introduced and modified in response to outside public interest. Hrabi sent a memo specifying what to identify when suggesting curricular changes in the future.

Phase three: 1971-1972. Torgunrud became Director of Curriculum. Sherk and Hastings became Associate Directors. Hrabi was appointed Associate Deputy Minister. The Grade VI Social Studies Course was not changed but widely interpreted. The Secondary School Curriculum Board approved the

restructuring of the Social Sciences Program.

II. CONCLUSIONS

The previous section presented a summary of those processes that were instrumental in the development of the new social studies. It was descriptive in nature. This section presents conclusions regarding those processes. It is analytical in nature. Findings are based on an examination of what was described and summarized in the light of the analytical framework that was designed in Chapter II.

Conclusions Based on the Gergen Model

Issue relevance. Gergen assumes that individuals, rather than institutions or organizations, are of the greatest importance. The findings of this study appear to support the validity of this assumption. Time and again, respondents commented that individuals, rather than committees, made the difference. The organizational structures within which several of the decisions were made nevertheless are constituted of individuals. Thus, if people who make a difference do constitute a group, then, there is no reason to believe that such a group is less effective than the individuals that compose it.

One group that illustrated what a group of concerned and committed individuals could achieve was the Interfaculty Committee. It also exemplified the usefulness of the concepts of issue relevance in the analysis of curriculum

development. Gergen states that an issue will be relevant to an individual to the extent that it can modify the status quo; the greater the relevance of an issue, the stronger an individual will attempt leverage, and relevance varies with the issue on hand.

Curriculum development was generally of little relevance to university professors, unless they were on a Faculty of Education. The Grade XII matriculation program was relevant since it was to a lesser or greater extent preparatory to university. This explains the interest of the University and the action by Faculty Council to initiate the Armstrong Committee. It also explains the action undertaken by individuals within various Departments and Faculties. Motives, however, would still vary with each person involved.

Clusters of motives, the nature and strength of which can only be conjectured, influenced the actions of major actors in different ways. Concerns that made an issue relevant were most likely a result of both personal and group interests. The stronger a person identified himself with a group, the more relevant an issue would be for him if it were relevant for the group. This still allowed individual differentiation, especially in a group composed of differing interests.

For members of the Interfaculty Committee, the relevance of the issue may have varied from securing or defending a place for their own discipline to maintaining the social studies concept in the Grade XII program. Relevance

would vary likewise from group to group. Concerns expressed by such diverse groups as the ATA Social Studies Council, the Edmonton Separate School System, the Alberta Chamber of Commerce, and the Department of Education indicated what issues were of particular relevance for each group. The strength of interest was determined by individual and group perceptions as to how an issue affected the present situation or could possibly modify that situation. Interest alone, however, cannot account for the changes that took place. Dissatisfaction with the present situation and a strong commitment to change may have been important in the initiation of action, but resources would largely determine the effectiveness of any efforts to bring about change.

Subphase resources. Gergen uses the term "subphase" to modify resources in terms of variance across time. It may have more utility within the context of public policy making than in that of curriculum development, although in the latter context a case could be made for particular kinds of resources at different stages of development.

It was found that resources not only differed with the stage of development, but also, with the kind of task for which they were needed. The Interfaculty Committee could draw on two kinds of resources. One was found primarily among members of the Faculty of Arts, the other among members of the Faculty of Education. The Arts people possessed an expertise in the content and structure of the single

disciplines that comprised the social studies. The Education people were adapt at organizing such knowledge for classroom purposes. Both kinds of expertise were needed to ensure the development of a program that could be implemented in classrooms, while at the same time deserving respect of the academic community for being founded on sound scholarship and research findings.

Aside from academic resources, there were other important resources that had an impact on the development of the new social studies. Some of the more important were the office held by certain individuals, their ability to compromise or to sanction, and their access to other resources. The chairmen of the Social Studies Subcommittees, the Director and Associate Directors of Curriculum, and the Deputy Minister possessed resources that were of great consequence for the potential success or failure of the new social studies program. The final authority resided with the Minister of Education, but it was the responsibility of the Curriculum Branch to advise him in regard to the feasibility of different programs.

Department of Education officials held, therefore, an advantageous position since they could rely on resources vested in their office. If, in addition to these resources, they could muster public and professional support, then they were reasonably assured of considerable potential influence.

Personal efficacy. The third component in Gergen's triad of potential leverage is that of personal efficacy. He equates it with a certain personality constellation or a set of social capacities. Since it is of such personal nature, it is rather difficult to ascertain or assess. Conclusions in this category were solely based on interview data.

Watts, Byrne, and Ledgerwood were frequently mentioned in terms of charisma, of exuding authority, of leadership, and of similar terminology denoting a quality which demanded great respect and admiration. Many others were cited for leadership in the development of the new social studies. People such as Moore, Hegarty, De Leeuw, Simon, Pedde, Aoki, Odynak, and Robert were cited for individual contributions. The ability to communicate, to compromise, and to persuade were mentioned in attributing influence to various actors. Personal efficacy seemed to go beyond that. This set a few apart from the many. Watts was respected by friend and foe alike, whereas Byrne and Ledgerwood demonstrated a personal efficacy that was not mentioned beyond the circle of their admirers.

Potential or actual leverage. Because a person was in a favourable position to exert influence, this did not imply automatically that such a person would actually attempt to make his influence felt. Whether or not potential leverage was transformed into actual leverage was dependent on a

number of variables. One of these was the relevance of the issue to the person, another was his resources, and a third was the nature of leverage configuration. The actual leverage exerted by MacNeil would have remained potential leverage, had it not been for his interest in taking action upon examining what Berry had written.

Leverage configuration. Leverage configuration attempts to account for predicting what coalitions may be formed and for speculating meaningfully about the strength and impact of a given coalition. Its utility for drawing definite conclusions was minimal. It provided insights, however, in what might have accounted for the influence of some persons over others, or of some groups over other groups.

Once individuals and groups of individuals began to act in consort, changes took place that otherwise would not have occurred. Joint meetings, that were reported in the study, were often very crucial for subsequent events. One could cite the joint meetings of the Interfaculty Committee with the Senior High School Social Studies Subcommittee, the February 1, 1968, meeting of the three social studies subcommittees and the Joint Meeting of Junior High School Ad Hoc Committee Chairmen.

Roles played by Berry and Aoki in the Senior High School Social Studies Subcommittee meetings and by Odynak and Tolman in the Secondary Curriculum Board meetings may well have contributed to a leverage configuration which

assured the acceptance of the new course proposals.

Process through time. Interaction of persons and groups of dissimilar viewpoints produce changes over time. The adoption of the university proposals, as outlined in the Working Paper, culminated a process of deliberation that had lasted for a year. During this time, Faculty of Education members on the Interfaculty Committee played an increasingly important role.

Leadership exemplified by Downey, Berry, Fritz, and Aoki worked in their favour. Their preparation of a brief, which after discussion and editing, in essence, became the university proposal, laid the foundation for the new Social Studies 30. Faculty of Arts members, although equal in numbers, seemed to lack the homogeneity of the Faculty of Education group. The former group appeared to be more unified in its opposition to the old course than in its suggestion of a viable alternative. Deliberations of the Armstrong Committee were indicative of conflicting points of view and differing emphases among the Arts people.

Another advantage of the Education group was the close proximity of its members. Greater experience in course development put them in an advantageous position. When it was time to present the Senior High School Social Studies Subcommittee with concrete proposals, they were ready with a rationale and a framework for a new course.

Once the university proposals had been adopted, in principle, in March, 1965, the Interfaculty Committee ceased to function. Further leverage configuration took place with Berry, Powrie, Smith, and Aoki becoming influential because of their writing of course units and the curriculum guide.

A similar situation developed at the beginning of 1969 when course outlines and sample units were developed for the new Social Studies Program, Grade I - XII. The base of the course had, however, been laid. Despite some initial difficulties encountered, as exemplified by the Grade X Ad Hoc Committee, the writing process did not change the curricular policy but expanded and clarified it in action programs that illustrated how it could be structured for classroom instruction.

Conclusions Based on The Walker Model

Platform or foundation. The Walker model presents another way of looking at curriculum development. The platform constitutes those assumptions which the curriculum developer accepts and which serve as the basis for the justification of his choices. It was impossible, in the context of this study, to reconstruct each individual platform of every curriculum developer. It was possible however, to compare the rationale, major objectives, and the structure and content of the new program, with what the major actors, who influenced the development of the program had stated about their platform.

The influence of Downey's ideas on the aggregate platform of the Interfaculty group was significant. This was concluded on the basis of the acceptance of the social studies approach. The Memorandum of the History Department illustrated Wickenden's platform:

We submit that the social sciences and history should be taught separately . . . that the historical courses should continue to cover the inclusive subject matter now taught in social studies . . .

. . . the goal of the social studies programme should not simply be learning about life in Canada to-day but also, what is equally necessary, understanding life in other places and at different times.¹

In an unpublished report, Downey formulated a number of positions which evolved out of his experience on the Interfaculty Committee. Credence was given to such members as Berry, Moore, and Fritz, for having influenced his thinking. Downey, however, took full responsibility for the positions listed in the report. He listed the primary purposes of teaching the social studies as:

(a) to cause students to acquire a body of information (comprised mainly of principles and generalizations rather than fragmentary information) about the functioning of human societies;

(b) to cause students to develop some facility for the modes of inquiry through which knowledge in the various disciplines of the social domain is discovered and acquired;

(c) to develop in students the capacity for the kinds of speculative and creative thought which enable them (on the basis of accumulating data and insights) to form new hypotheses, to hold tentative conclusions, and to reconstruct the knowledge already in their possession; and

¹Memorandum on the Social Studies Programme in the Alberta High Schools, Fall 1963, page 3, Unpublished Paper.

(d) to provide a forum for dealing with normative questions in an intellectually and ethically honest way.²

Design. Walker conceptualizes design as a set of decisions in addition to that of a blueprint. The latter can be equated with curriculum policy as found in such documents as a Program of Studies or a Curriculum Guide. A comparison of Downey's position on the purposes of teaching social studies with the Objectives of the new Social Studies 30, as listed in the Curriculum Guide, shows a remarkable similarity. According to the Guide the course endeavours:

- (1) to enable students to acquire a body of knowledge concerning the human condition, comprised of fundamental concepts ordered in disciplined ways;
- (2) to develop in students some facility for the modes of inquiry through which knowledge in the social domain is discovered, verified and reconstructed;
- (3) to develop the ability to think critically and creatively about persistent social issues;
- (4) to provide a forum for dealing with normative questions in an intellectually and ethically responsible way;
- (5) to develop the ability to analyze issues and to arrive at consensus or to reach valid conclusions;
- (6) to promote understanding of the similarities and differences of various peoples, including evaluation of conflicting beliefs, ideologies, and value systems;
- (7) to develop a continuing concern for the current problems of mankind.³

As may be seen from the above, objectives #1 - 4 are, except for a slightly different wording, identical to Downey's four purposes of teaching social studies. Part

²The Social Studies Curriculum, A Modest Proposal, 1968, page 8, Unpublished Paper.

³Government of Alberta, Department of Education, Senior High School Curriculum Guide for Social Studies 10, 20 and 30, (Interim), 1967, p. 107.

of Wickenden's platform may be traced to objective #6. It is evident that other parts of Wickenden's platform did not appear in the curriculum design. This may be explained in terms of a change in platform or in terms of leverage configuration.

An examination of the Working Paper, adopted by the Interfaculty Committee as their position paper for submission to the Senior High School Social Studies Subcommittee, shows how the same four objectives, cited above, are listed as assumptions regarding the purposes of the social studies.⁴

The following conclusions were derived from a generalization of the above illustrations:

- (1) An individual's platform may either partially or fully be incorporated into an aggregate group platform;
- (2) A group platform may become an important determinant of the design of a curriculum;
- (3) Leverage configuration and deliberation have a significant influence on the degree by which the platform is reflected in the design.

Deliberation. Walker cites the justification of choices as the heart of the deliberative process. One basis for justification is the platform of the curriculum developer, the other is data. Data may be of two kinds. One kind may be similar in nature to situations that have been encountered before, another to what is considered to be totally new.

⁴"Social Studies at the Grade XII Level," Working Paper: A Brief in Support of a Particular Type of Program Interfaculty Committee, January, 1965.

In the former case, the curriculum developer may cite precedent, or policy, as an argument for his decision.

Extensive deliberation ensued in those cases where there was a definite break with the past. The Berry unit on values can be cited in the new Social Studies 30 development and the one-third time issue in the new Social Studies Grade I - XII development. The latter issue had important implications for teacher workload and for the possibility of controversy. An alternative was devised to make this departure from past practices less radical by making it optional and having one-third time set aside as the maximum time limit (page 130). This compromise apparently satisfied a sufficient number of decision makers to have the new proposals adopted.

It was found that precedent was indeed a strong argument for justification. At times, it was cited explicitly, as when Watts countered suggestions by Bliss for new courses for non-matriculants (page 76). At other times, it was implied or perceived as such. The Conference Recommendations and the Proposed Courses Outline were perceived by curriculum developers as policy statements (page 161). This could have resulted in premature closure and limited deliberation to a larger extent than those responsible for the development of the documents might have anticipated (page 219).

References made to newly adopted formats, for example the Grade X case, as a model for the preparation of course outlines (page 166), or to recently adopted approaches for

teaching social studies (page 225) indicate how quickly precedents that had evolved from recent platforms became policy.

General Conclusions

Specific conclusions were presented in the two preceding subsections. They were directly derived from an examination of isolated incidents in the light of those components of the analytical framework that were contributed by Gergen and Walker. This subsection presents a number of general conclusions mainly based on an interpretation of the development of new social studies over the last decade in the light of interview responses.

Environment. The environment was conducive to change. The Alberta tradition of Progressive Education and the Enterprise experience which, despite its aberrations, had continued to exist in the teaching of elementary social studies, made a problem solving oriented kind of education quite acceptable to Alberta educators. Developments in social studies in the United States and the failure of the Regina Conference likely contributed to initiation of reforms by the province on its own. Dissatisfaction with the present state of affairs and changes within the Department itself created a setting that was favourable to revising the social studies program. The time was ripe. Moreover, able and committed change agents were prepared to act.

Decision makers. Three major centers of activity could be isolated. They were the Department of Education, the Universities of Alberta and of Calgary, and the teachers. With the Department in a central decision making position, much of the leadership exerted by the university during the antecedents to reform was transferred to teachers during the consolidation of reform. Berry, Aoki, Moore, and De Leeuw were noted for their early contribution; Simon, Kirman, and Skolrood more toward the end of the decade. At the Department of Education, the Hrabi era was of crucial importance in the development of reform, as was the support and encouragement of Byrne. Initial reform, begun under Watts, was carried on by Odynak, Torgunrud, Sherk and Ledgerwood. Teachers who made significant contributions were too many to mention. They were often found on the executive of the ATA Social Studies Council and among social studies department heads, coordinators, and supervisors. Cooperation among people in the Department, the universities and the schools resulted in the development of a certain kind of program that would not likely have evolved from the efforts by persons in only one of these groups.

Outcomes. Decentralization of curriculum development, greater emphasis on the affective domain of knowledge, and greater involvement of teachers were some of the major outcomes of changes that occurred during the decade.

A comparison of the development of the new Social Studies 30 with that of the new Social Studies Grades I - XII indicates some similarities but also many differences. Some similarities were the social problem solving approach, the emphasis on inquiry and the valuing process. Other similarities were the two stages of curriculum development, one during which the master curriculum evolved, the other during which specific programs were written, evaluated, revised, and published.

Differences between the two developments are no less significant. A major difference was that curriculum developers could no longer be engaged in the publishing of curriculum materials. Another difference was that those who wrote specific programs for the Social Studies 30 had also been included in the development of the master curriculum, whereas this was not the case, with a few exceptions, for the Social Studies Grade I - XII. The delegation of this task to ad hoc committees or to local teacher groups was a significant departure from earlier practice as was the encouragement of the preparation of resource materials at the local level. The joint Social Studies 30 grade and the one-third time were the more significant differences for the classroom teacher.

III. IMPLICATIONS

There are three kinds of implications that arise out of the study. They are related to curriculum development theory, to practice, and to further study. Some of these

are listed in the following subsections.

Theory of Curriculum Development

The Walker Model. The concept of platform should be expanded to account for a group platform. An aggregate platform appears to be at least as important as an individual platform. The concept of design as related to a series of decisions is extremely difficult to reconstruct, unless the researcher can be present during the actual process of curriculum development. This may be possible and feasible at the school level, but it is somewhat impractical and idealistic at the school system or the provincial level. It implies free access to the policy formation process. Because of its political nature, this poses constraints that could be prohibitive for research purposes. The process of deliberation, cited by Walker, falls in a similar category. To imply, as Schwab does, that "the desirability of each alternative must be felt out by a representative variety of all those who must live with the consequences of the chosen action."⁵ is impractical. Time and cost factors make this virtually impossible.

The Gergen model. To list personal efficacy as a separate component implies an importance attached to this nebulous resource that may well be overrated. Otherwise, it

⁵ Joseph J. Schwab, "The Practical: A Language for Curriculum," School Review, Vol. 78, No. 1, 1969, p. 21.

was found that the model made valuable contributions with important implications for curriculum development. An awareness of potential and actual leverage, of leverage configuration, and of process through time were helpful in avoiding some of the pitfalls implicit in the Walker model. To imply, however, that the model would be useful as a predictive device of curricular outcomes assumes an assessment methodology and reliability equally applicable to policy formation as to curriculum development.

Practice of Curriculum Development

Teachers. The need for more support is evident, if they are to be prepared for the challenge implied in teacher curriculum development. This may have financial and legal implications. Time spent in the development of materials, learning packages, and course outlines may be regarded as a criterion for additional remuneration. Delegation to write programs, without the privilege to set policy, could result in further professional dissatisfaction.

Administrators. Decentralization of curriculum development and delegation of more professional decisions to teachers will demand a greater degree of flexibility and tolerance for diversity among administrators. The chance of controversy and the responsibility to school boards for instructional material, used in classrooms, may have made administrators more, instead of less sensitive to political and financial implications. Whether this will encourage

greater flexibility is a moot question.

Professors. The need for pre- and in-service training is one of the more apparent implications. With a greater emphasis on the social sciences, both the Faculty of Arts and the Faculty of Education are implied. There may be a need for closer cooperation between social science professors in the Faculty of Arts and social studies professors in the Faculty of Education.

Department of Education. A re-examination of how the Curriculum Branch and the Field Services Branch can assist with the development and the diffusion of curriculum seems to be desirable. Major decisions in the development of the new social studies were made by very small groups. A balance will need to be struck between an adequate representation of professionals and the size of a task force for curricular development. Furthermore, the time lag between curricular innovation and classroom implementation will need to be counterbalanced with a thorough evaluation of new programs and teacher preparation for those programs. The functions of Regional Offices, ATA Specialist Councils, and Professional Development Departments at the school system level need to be more clearly defined and coordinated. Release of teachers on a part time basis should be reviewed to allow greater continuity and shorter time span in the development of curriculum. Engaging the services of curriculum, learning and evaluation experts on an ad hoc basis, with short term

contracts for those employed by the Department, could improve the process by which curriculum is developed. At the same time, such efforts should not be centralized if local initiative in curriculum development is to be encouraged and sustained. The various field offices possibly could serve as local centers for such a development.

Suggestions for Further Study

Several topics suggest themselves for further research. A number of these are being singled out for particular attention in the light of the findings of the study. An investigation of each of these areas might contribute to a better understanding of some of the variables that have an influence on the development of curriculum. The following are suggested as potentially fruitful areas of investigation:

- (1) The role of ATA Specialist Councils in the development of curriculum and that of the ATA Social Studies Council in particular.
- (2) A comparison of elementary and secondary developments in the production of sample units and course outlines for the new social studies.
- (3) Decentralization of curriculum development: its benefits and limitations.
- (4) The implications of the teacher as a curriculum developer.

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1971 January 28.

2. Alberta Teachers' Association

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1967 March 17.

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1969 November 15.

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Elementary School Curriculum Board,
1968 November 7.

1969 March 26, November 27/28.

1970 May 22.

1971 February 23, June 18, November 10.

1972 May 19.

Elementary School Curriculum Committee,
1967 May 26.

Elementary Social Studies Ad Hoc Committee,
1969 August 25, September 29/30.

Elementary Social Studies Curriculum Committee,
1968 December 19.

1969 March 26, April 28, June 12, November 7.

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1970 April 17, September 11, September 30.

1971 March 29, April 19/20, June 16/17, November 1.

1972 February 15, April 10, May 2.

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1964 May 27.

1965 November 26.

1967 April 21.

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1969 June 9.

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1968 November 14/15.

1969 June 5/6, November 13/14.

1970 March 2/3, November 12/13.

1971 March 2/3, May 27/28, November 25/26.

1972 June 1/2.

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1969 May 7, October 30, December 17.

1970 February 23, May 15, September 8, October 21.

1971 February 5, May 14, October 22, December 10.

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1964 April 20/21.

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1966 October 31/November 1.

1967 March 17, May 11/12.

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1961 October 20, November 24.

1962 May 28.

1963 April 4, June 24, October 21, November 22.

1964 January 31, March 20, May 15, October 9,
November 19, December 18.

1965 February 8, March 22, May 3, June 28, September 17,
October 15, November 29.

1966 February 23, May 30, October 21, November 16,
December 16.

Senior High School Studies Subcommittee,
1967 January 23, April 21, May 16, October 20,
December 1.

1968 February 1.

Social Studies Coordinating Subcommittee,
1968 May 2, June 7.

Social Studies - Enterprise Subcommittee,
1967 May 15, November 28.

1968 January 15, February 1, April 5.

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Committee Meetings,
1964 February 26, March 18, April 15, October 21,
November 13, December 1, December 8.

1965 January 26.

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APPENDIX A
THE INTERVIEW SCHEDULE

LIST OF PERSONS INTERVIEWED

Names of interviewees, date(s) of interview, and position held on the date(s) of the interview are listed as follows:

Aoki, Dr. T.
January 25
March 27

Professor, Department of Secondary Education University of Alberta.

Arnold, Miss P. A.
March 9

Social Studies Coordinator, Edmonton Public School Board.

Berry, Dr. G. L.
January 26
March 15

Head, Department of Secondary Education, University of Alberta.

Bliss, Mr. E. H.
March 13

Early Childhood Education Supervisor, Edmonton Public School Board.

Bride, Mr. K. W.
March 21

Graduate Student, Department of Educational Administration, University of Alberta.

Brown, Mr. A. R.
March 30

Retired Department Head, Social Studies, Edmonton Public School Board.

Brown, Mr. N. E.
March 30

Department Head, Social Studies, Wetaskiwin Public School Board.

Byrne, Dr. T. C.
April 17

President, Athabasca University.

Carroll, Mrs. H.
March 17

Teacher, James Fowler High School, Calgary Public School Board.

Chapman, Mr. R. W.
March 8

Chairman, Education Committee, Alberta Chamber of Commerce.

Church Dr. E. J. M.
March 24

Director of Pupil Personnel Services, Department of Education.

Clarke, Mr. R. C.
April 6

Member,
Legislative Assembly,
Province of Alberta.

Coutts, Dr. H. T.
March 28

Dean,
Faculty of Education,
University of Alberta.

Davy, Dr. G. R.
March 31

Chairman,
Department of Political
Science, University of
Alberta.

Downey, Dr. L. W.
March 15,

Director,
Human Resources Research
Council.

Evenson, Mr. A. B.
April 7

Sessional Instructor,
Department of Educational
Administration, University
of Alberta.

Finlay, Mr. J. H.
March 14

Associate Superintendent
of Curricular Services,
Edmonton Public School
Board.

Finn, Dr. T. G.
March 16

Retired Associate Dean,
Faculty of Education,
University of Calgary.

Fotheringham, Mr. J. A.
March 10

Executive Assistant,
Alberta Teachers'
Association.

Hall, Mr. H. J.
April 13

Inspector,
County of Red Deer.

Hall, Dr. L. G.
March 27

Director of School Buildings,
Department of Education.

Haughey, Mrs. M.
June 30

Graduate Student, Department
of Educational Administration,
University of Alberta.

Hegarty, Miss M.
March 17

Department Head, Social
Studies, James Fowler
High School, Calgary
Public School Board.

- Hrabi, Dr. J. S. T.
March 19
March 29

Associate Deputy Minister,
Department of Education.
- Kilgannon, Mrs. G.
February 29

Chairman, Lay Advisory
Board on Curriculum and
Instruction, Department
of Education.
- Kirman, Dr. J. M.
March 28

Professor, Elementary
Education, The University
of Alberta.
- Kozak, Mr. N.
March 3
April 27

Principal,
McDougall Junior High School,
Edmonton Public School
Board.
- Lamb, Mr. R. W.
April 26

Department Head, Social
Studies, M. E. Lazerte
High School, Edmonton
Public School Board.
- Ledgerwood, Mr. C. D.
March 20

Coordinator,
Athabasca Regional Office,
Department of Education.
- Lindstedt, Dr. S. A.
March 16

Chairman, Department of
Curriculum and Instruction,
University of Calgary.
- Massey, Dr. D. L.
March 22

Professor, Elementary
Education, University of
Alberta.
- McIntosh, Mr. W.
March 17

Teacher,
James Fowler High School,
Calgary Public School
Board.
- Moore, Miss E.
March 17

Associate Dean,
Faculty of Education,
University of Calgary.
- Odynak, Dr. S. N.
January 11
March 14

Acting Director of School
Buildings, Department of
Education.
- Powrie, Dr. T. L.
April 6

Chairman, Department of
Economics, University
of Alberta.

Press, Dr. E.
February 17

Professor, Elementary
Education, University
of Alberta.

Prunkl, Mr. W. R.
March 14

Assistant Superintendent,
Curriculum Development,
Edmonton Public School
Board.

Ratsoy, Mr. A.
March 17

Teacher,
James Fowler High School,
Calgary Public School
Board.

Sherk, Dr. H. G.
March 8

Associate Director of
Curriculum, Department
of Education.

Simon, Dr. F.
March 16

Professor, Department of
Curriculum and Instruction,
University of Calgary.

Stolee, Mr. L.
March 30

Social Studies Supervisor,
Edmonton Public School
Board.

Torgunrud, Dr. E. A.
March 22
June 28

Director of Curriculum,
Department of Education.

Weidenhamer, Mr. T. C.
March 14

Executive Assistant,
Alberta School Trustees'
Association.

Wickenden, Dr. N.
March 24

Professor,
Department of History,
University of Alberta.

Yates, Mr. E. T.
March 17

Social Studies Supervisor,
Calgary Public School
Board.

APPENDIX B
THE INTERVIEW FORMAT

A number of sample core questions, used in actual interviews are presented. They varied with the interview situation, the time period of curriculum development most relevant to the interviewee, and the position held at that time.

What committee members had a considerable influence on the development of the social studies curriculum? What personal characteristics and what philosophy or educational beliefs and ideas do you associate with these people?

What societal trends in Canada, North America, or the rest of the world do you perceive to have had an impact on the social studies curriculum development? Which forces and circumstances in the social and political environment have (a) facilitated your function in curriculum development? (b) hindered and frustrated your work at that time?

Which decision points do you now, in retrospect, see as major decision points? What inputs, either solicited or unsolicited, exerted an influence on deliberations? What polarizations around what issues tended to occur? Whose influence was of major importance in deciding how issues were resolved?

How influential are the chairmen of curriculum committees? How do you perceive their role? What relationship exists among the various committees?

What structural and functional changes at the Department of Education from 1963 to the present do you perceive to have had an important bearing on curriculum development in general and on the development of social studies in particular? What formal and informal linkages are important?

What particular strengths and weaknesses did you perceive to exist in the structure and process of curriculum development, as exemplified in the Department of Education, during your term of office as Minister of Education?

Who speak for the academic community relative to curriculum development in general and social studies in particular?

How do you assess the outcome of the June Conference? Is it reasonable to assume that the recommendations of the conference became the blueprint for the new social studies?

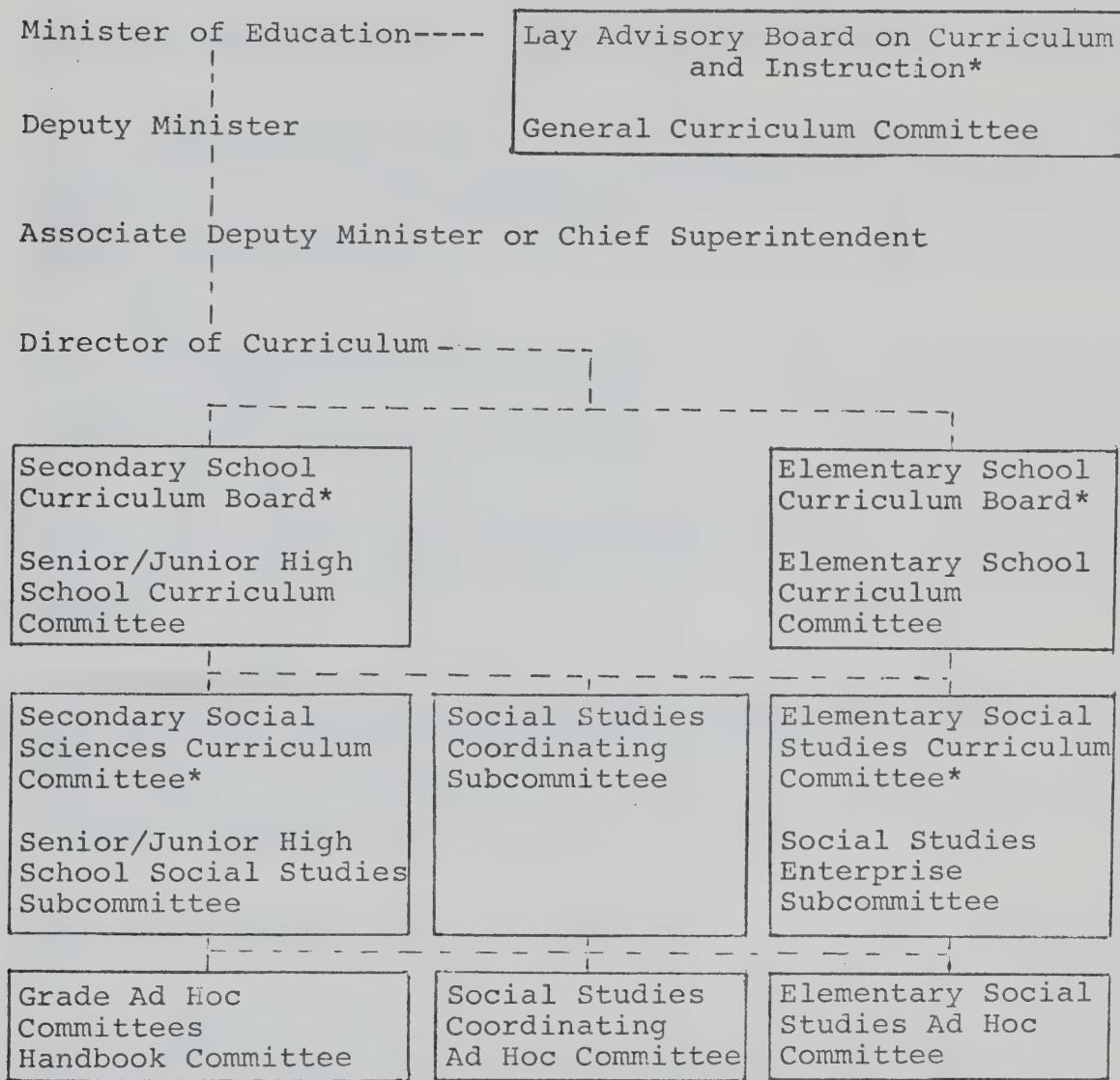
Are various interest groups fairly represented?

Who really decide curriculum? What trends do you perceive to exist? Will they continue? How can curriculum development be improved?

APPENDIX C

THE CURRICULUM COMMITTEE NETWORK

The following flow chart presents structures of importance for social studies curriculum development cited in the study:



NOTE:

Structures which became operative as of September 1, 1968, have been denoted with an asterisk. They replaced those curriculum committees cited within the same box. Ad hoc committees are abandoned upon completion of their task. The Coordinating Committees and the June Conference may, in that sense, be regarded as ad hoc committees.

People Who Develop Curriculum

People invited to participate in curriculum development are chosen from four main groups:

Outstanding classroom teachers. The Alberta Teachers' Association is invited to indicate appropriate people for membership on the Elementary and Secondary School Curriculum Boards. In selecting teachers from this list, the Curriculum Branch tries to achieve a balance in terms of age, experience and geographic location.

Educational Administrators. The kind of administrator who participates includes high school inspectors, elementary school consultants, superintendents of schools, supervisory personnel and principals of schools.

Representatives from the Universities. These are usually selected on the recommendation of their respective deans. They are expected to be abreast of developments in research and to be acquainted with the latest professional opinion.

Representatives from the Alberta School Trustees' Association, the Alberta Federation of Home and School Associations and the Advisory Board on Curriculum and Instruction. The representatives from the two associations are usually persons who are on the provincial executive of their respective organizations.

Structure for Curriculum Development

Advisory Board on Curriculum and Instruction. The Lay Advisory Board consists of fifteen lay people selected from persons nominated by various organizations in the province. Members are appointed by the Minister for a period of three years.

Elementary and Secondary School Curriculum Boards. Membership on these boards is on a yearly basis and is subject to change as conditions change. In 1969 it included:

Chief Superintendent of Schools,
Director of Curriculum and his Associates,
High School Inspectors,
Elementary Education Consultants,
Director of Special Services,
Director of School Administration,

A representative or representatives from:
AFHSA, ASTA, ATA, Advisory Board on Curriculum and Instruction, ASSIA, a Faculty of Education, a post-secondary institution other than a university, and a Faculty of Arts and Science.

The Committee System. A committee system is established under the direction of the Curriculum Branch to advise the two major curriculum boards. It consists of committees in each subject area which are responsible for the program in a subject from Grades I to VI or from Grades VII to XII. These committees often feel the necessity of having ad hoc committees for certain tasks. The appointment of such ad hoc committees is subject to ratification by the Director of Curriculum.

In all policy committees, teacher membership must be at least fifty percent. Ad hoc committees consist of almost all teachers. Committee membership tenure of non-Departmental personnel is staggered over four years, while ad hoc committee membership tenure is abrogated as soon as the task is completed.

The committee responsible for the Social Studies Program from Grades I to VI is the Elementary Social Studies Curriculum Committee; the Secondary Social Sciences Curriculum Committee is responsible for the Social Studies Program from Grade VII to XII. Each committee has made use of ad hoc committees for the completion of special tasks, such as the handbook for social studies at each, the elementary and secondary level.

The Social Studies Coordinating Committee and its subcommittee were especially created for articulation purposes between these two levels.

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